



**REPORT
OF THE
BENGAL RETRENCHMENT
COMMITTEE.**

সত্যমেব জয়ন্ত

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REPORT OF THE BENGAL RETRENCHMENT COMMITTEE.

PART I.

CHAPTER I.

Introduction.

1. The Bengal Retrenchment Committee was appointed by resolution No. 9113 F., dated the 13th June 1922. Our terms of reference, which are contained in paragraph 6 of the resolution, are as follows:—

“The Governor in Council desires the committee to make recommendations for effecting all possible reductions in the expenditure of the local Government. He wishes to leave the committee a free hand in their enquiries, but there are certain points on which he would welcome specific recommendations. These are—

- (1) Assuming that the budget for 1922-23 provides for functions which it is necessary, or desirable, that the local Government should undertake, could they be carried out at a smaller cost?
- (2) Having regard to the present financial position and outlook, is it desirable that any of these functions should be omitted or curtailed?
- (3) If, in order to meet popular demands for larger expenditure on education, sanitation, agriculture, and other similar purposes, it is decided to undertake a greater expansion of the activities of Government than has hitherto been possible, would it be desirable to relieve provincial revenues by devolving financial powers and responsibilities on local bodies?

It may be that the committee's enquiries will lead them to recommend changes of policy. The decision as to the action to be taken on such recommendations must rest with the local Government, but the Governor in Council does not wish to limit in any way the scope of the committee's investigation, and it will be open to them to indicate the

economies which might be effected if particular policies were adopted, modified, or abandoned."

2. We have received and considered 173 written memoranda, and have examined orally 108 witnesses. Non-official opinion, representing the views not only of individuals, but also of a majority of the members of the Legislative Council, and of the most prominent public bodies and associations, has been of the greatest help to us. We are also greatly indebted to Government officials and departments for their co-operation in our enquiries by the evidence they have given, and the promptness with which they have supplied information at their disposal. Our proceedings have been confidential, and for this reason the evidence we have received has not been recorded.

3. Our report is divided into two parts. The former, arranged according to the major budget heads, gives our recommendations in respect of individual departments, and the latter deals with matters of general application. We regret it has not been possible to comply with the wishes of the local Government that our report should be submitted before the 31st December 1922.

4. We have set out at the foot of each section and chapter the ultimate reduction of expenditure which our proposals entail. In an appendix the figures are consolidated and the total reduction shown. Against this reduction has to be set increased expenditure on pensionary charges, the amount of which we have not been able to calculate. We have not attempted a detailed estimate of the savings, and our figures should be regarded merely as rough approximations of the economies that the adoption of our recommendations would effect. In a few instances where we consider services are being rendered by Government for an inadequate return, we have exceeded our terms of reference by recommending increased charges.

5. Of the three specific points referred for our consideration we find some difficulty in differentiating between the first two. The only department whose complete abolition we have proposed is the Fisheries Department. In other instances we have recommended a curtailment of particular activities of an intermediate character, either as being superfluous, or because, in our opinion, it is possible to substitute less costly methods without detracting from the efficient discharge of the main functions of Government. Thus, while recommending the deprovincialization of Government secondary schools for boys, we contemplate, by means of grants-in-aid, a more effective discharge of the responsibilities of Government in secondary education. We regard this as a change of method, rather than a curtailment of the functions of Government. In this view we feel that a classification of our recommendations in the manner suggested by the first two of the three specific points referred to us would not only be extremely difficult, but might

be misleading. We have, therefore, not attempted it. The third specific point is dealt with in chapter XX.

6. We desire to acknowledge our obligation to the Bengal Chamber of Commerce for their courtesy in placing at our disposal a room for our meetings. It has helped to preserve the confidential nature of our proceedings, and has been a great convenience to the witnesses and ourselves.

7. We are indebted to the Secretariat Press for the willing and efficient manner in which the extra work entailed by our enquiries has been carried out.

8. We wish, also, to express our appreciation of the valuable services rendered by our Secretary, Mr. J. Peddie, I.C.S. Our work has been materially lightened by the care he has shown in supplying us with information, and in arranging and making ready for our use the written opinions we have received.



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CHAPTER II.

5.—Land Revenue.

(a) Land Records.

Cost of major settlements.

9. We have received helpful evidence in regard to this department and our recommendations may be stated briefly. The cost of a major settlement includes the following items:—

- (a) the pay of the Settlement Officer and his staff, and all expenditure incurred by them, including the net cost of buildings,
- (b) the pay of the staff of the Survey Department employed, and all expenditure incurred by them in making the traverse, and in the production of maps, and
- (c) proportionately with other major settlements—
 - (i) three-eighths of the pay of the Director of Land Records and of the expenditure on his office, and
 - (ii) one-half of the pay of the Director of Surveys and of the expenditure on his office.

Of the cost so ascertained 75 per cent. is realized from the landlords and tenants of the permanently-settled area.

Recoveries to include interest.

10. We understand that recoveries are not usually made from the landlords and tenants of a block until the third year after operations have begun. The bulk of the money ultimately to be recovered therefore has been advanced by Government and spent three years before it is realized. We consider that, in estimating the amount to be recovered, a reasonable rate of interest should be charged each year, until realization, on the outstanding amount recoverable from the landlords and tenants. If Government forego this interest it means that they are bearing more than 25 per cent. of the effective cost of the settlement.

Government share of cost.

11. The one quarter share of the cost is borne by Government not by virtue of any law, but as a matter of grace. It is apparent that Government derive advantages from the preparation of a record-of-rights, but we consider they are not correctly represented by the proportion now charged to provincial revenues. Some income is derived by the sale in the Collector's office of copies of the record-of-rights, maps are made available to Government that are of value in several branches of the administration, and the collectorate land

registration registers are sometimes rewritten by the settlement staff. For these, and any other direct benefits that accrue, Government should pay, but in our opinion they are covered by a much smaller proportion of the cost than one quarter. We recommend that 5 per cent. only of the cost of major settlements should be borne by Government, and that 95 per cent. together with interest calculated as already indicated, should be recovered from the landlords and tenants. The additional cost to individual raiyats would be slight, the total coming to about nine annas per acre instead of seven annas, while a landlord would pay roughly six annas in the rupee on the annual income from his land. In view of the substantial benefits gained there is evidently no hardship in this where land revenue is no higher than it was in 1793. The decrease of the Government share of the cost of major settlements should be accompanied by an increased effort to keep that cost as low as possible.

12. We are informed that owing to the difficulty of making an exact estimate, and the desirability of uniformity in the rate recovered, the amount realized from the landlords and tenants is usually somewhat more than 75 per cent. of the cost. As no interest is now charged, it is clearly less than 75 per cent. of the effective cost. But if the recommendations we have made are accepted, it will be necessary to ensure that Government does not pay less than 5 per cent. We have considered how best this can be achieved, and of several possible methods we recommend the one that seems to us to be the most practicable. At the conclusion of a settlement if it appears that more than 95 per cent. of the cost, together with interest, has been recovered, the excess should be paid by Government to the credit of the District Board of the district concerned. If less than 95 per cent. has been recovered, the deficit should be borne by Government.

**Adjustment
of
Government
share of
cost.**

13. In the case of temporarily-settled estates, where a resettlement of land revenue is made, the provisions of section 114 of the Tenancy Act require that no part of the costs should be realized. We are not sure that this is sound. Government derive a benefit in the shape of increased revenue, but, as landlord, Government receive no more for the expenditure they incur than other landlords receive for a smaller expenditure. The apportionment of costs as between Government, the tenants, and the settlement-holder, where there is one, would be different from the apportionment in permanently-settled estates. But the tenants have their disputes settled, and their legal rights defined, and sometimes without an increase in their rents. We consider there is a good case for modifying the law in this respect, and for recovering from tenants and settlement-holders of temporarily-settled estates a proportion of the cost of the preparation, or revision, of the record-of-rights. What the proportion should be is a matter we would leave to the determination of Government.

**Temporarily-
settled
estates.**

(b) Survey Department.

**Director of
Surveys.**

14. We have been informed that the separate post of Director of Surveys will be abolished from March next, that the maximum economy of staff will be effected, and the department placed under the control of the Director of Land Records. In these circumstances we have no recommendations to make.

**Disposal of
new survey
building.**

15. We note, however, that a building for this department is under construction in Calcutta at a cost of several lakhs of rupees, and we are informed that not more than one-third of the accommodation will be required for the purpose for which it is being erected. The work cannot now be stopped, but we hope the remainder of the accommodation will be utilized to relieve the revenues of some of the high rents now being paid in other parts of Calcutta.

16.

Minor or detailed head.	ESTIMATED		
	Savings. Rs.	Increase of revenue. Rs.	Loss of income. Rs.
Major survey and settlement	4,00,000	...
Total	4,00,000	...

Net reduction ... Rs. 4,00,000

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CHAPTER III.

6.—Excise and Salt.

17. The growth of expenditure in this department will be apparent from the following figures in thousands of rupees :— Growth of expenditure.

		1913-14.	1918-19.	1923-24.
Superintendence	...	102	154	224
Presidency establishment	...	95	207	309
District executive establishment	...	307	667	932
Distilleries	...	122	229	315
		<hr/>	<hr/>	<hr/>
Total	...	626	1,257	1,780
		<hr/>	<hr/>	<hr/>

Taking only allowances and contingencies the figures are—

		1913-14.	1918-19.	1923-24.
Allowances	...	121	196	232
Contingencies	...	101	246	339
		<hr/>	<hr/>	<hr/>
Total	...	222	442	571
		<hr/>	<hr/>	<hr/>

18. The staff of the department comprises a Commissioner, 3 deputy staff, commissioners, 30 superintendents, 61 inspectors, 257 sub-inspectors, 123 petty officers, and 967 peons. Of these, 6 inspectors, 25 sub-inspectors, 12 petty officers, and 133 peons are employed in the saline areas on the sea-coast in the detection and prevention of illicit manufacture of salt. Salt being a central subject the Government of India make a contribution to provincial revenues on this account of Rs. 2 lakhs a year.

19. The Bengal Salt Department was added to the Excise Department in 1915. The work of the staff engaged on the sea-coast has been to patrol regularly the entire saline areas for about seven months during the year for the detection of illicit manufacture of salt. We are informed that the ordinary methods of detection and prevention would provide the necessary protection to the revenues of the Government of India, and that the manufacture of salt on a large scale for sale inland, rather than small manufacture for home consumption, is what has to be

Abolition of special salt establishment.

guarded against. For nearly four years detective operations against manufacture for home consumption were suspended without loss of revenue. We consider this is straightforward preventive work that requires no technical experience and we would transfer it to the local police. Very little excise work is done by the staff employed to prevent and to detect offences in regard to salt, and what little has to be done could be carried out by the regular excise staff by a slight redistribution of work. The necessity for the special salt staff, therefore, disappears, and we would abolish the posts of 6 inspectors, 25 sub-inspectors, 123 petty officers and 133 peons. Nine big boats and five party boats could be dispensed with at once without any loss of efficiency.

Increase in subordinate staff.

20. Up to 1915 the excise work in districts was supervised by excise deputy collectors under the control of District Officers. Since 1915 whole-time superintendents have been employed, and the District Officer has, to a large extent, been eliminated. The new procedure has been accompanied by a large increase in the subordinate staff as the following figures show:—

		Before 1915.	1915.	At present.
Inspectors	...	... 35	55	62
Sub-inspectors	...	... 169	237	257
Petty officers	...	... 76	92	123
Peons	...	... 858	897	968

Since 1915 the number of excise shops has decreased from 6,085 to 5,747.

District organization.

21. The grounds for the formation of a separate excise service were broadly to increase efficiency and to relieve District Officers of work. The District Officer is situated differently to-day as regards work, and we think the system in force prior to 1915 could be reverted to without loss of efficiency. There is abundant evidence in support of this view. In the smaller districts an excise deputy collector will probably not be fully employed by excise work, and we see no objection to his being assigned other duties provided excise administration is regarded as his primary duty, and has the first call on his time. In large districts a deputy collector engaged wholly on excise work will be necessary. In all cases the district staff should be responsible to the District Officer, and the rules of the department should be modified to secure this.

Inspectors.

22. We consider a substantial reduction can be made at once in the number of inspectors. The average number of sub-inspectors which an excise deputy collector will have to supervise is about 8 or 9. In some districts it is considerably more, but, speaking broadly, we think that where the number of sub-inspectors does not exceed 10 there is no need to place an inspector between them and the deputy collector.

Under our proposals subdivisional officers will be required to take a real part in excise administration which in itself will lessen the need for inspectors. In large districts, and especially in those with a considerable urban population, inspectors will probably be necessary. It is difficult for us to estimate the total number of inspectors that will be required in the districts and in Calcutta, but as an outside figure we would place it at 25. We shall have occasion to refer to the pay of inspectors in the chapter on the pay of the services.

23. There are three deputy commissioners, but the evidence received by us is strongly against the employment of more than one, whose duties would be largely concerned with distilleries. We recommend that two of these posts be abolished. **Deputy commissioners.**

24. The Excise Intelligence Bureau, as such, should be abolished. The Commissioner requires a small staff, which we should place at 2 inspectors, 4 sub-inspectors and a suitable number of subordinates to make special enquiries outside Calcutta, but nothing more seems to us to be required. There is a separate detective staff for Calcutta where serious offences against excise laws are more prevalent, which we would retain. The *Excise Intelligence Gazette* may be dispensed with. **Excise Intelligence Bureau.**

25. For Calcutta three special excise deputy collectors are required, one for distilleries and warehouses, one for detection, and one for licenses. The post of superintendent attached to the Intelligence Bureau should be abolished. A personal assistant of the rank of deputy collector may be allowed to the Commissioner. **Calcutta staff.**

26. In the matter of travelling allowance we shall give our proposals in another chapter, but we think it desirable to note here that the travelling allowance charges of this department have doubled in the last six years. The village patrol system which was stopped at the end of 1921 has contributed to the increase, but other factors are undoubtedly excessive touring, and an unjustifiably high daily allowance to certain grades of officers. **Travelling allowance.**

27. The increase under rewards has been very marked as the **Rewards.** following figures show:—

	Rewards.	Number of cases ending in conviction.
	Rs.	
1915-16	... ... 76,628	Not available
1916-17	... ... 1,23,269	4,611
1917-18	... ... 1,43,335	5,620
1918-19	... ... 1,36,902	5,838
1919-20	... ... 1,64,806	5,736
1920-21	... ... 1,75,358	5,651

We have obtained figures of the rewards granted in 1921-22 to excise officers in Calcutta and the following instances show that there is great extravagance in this respect:—

Rank.	Pay. Rs.	Rewards. Rs.
Sub-inspector	... 110	1,367
Sub-inspector	... 80	1,007
Sub-inspector	... 100	799
Sub-inspector	... 100	779
Petty officer	... 20	1,078
Petty officer	... 25	795
Petty officer	... 30	707
Petty officer	... 25	683
Petty officer	... 20	490
Petty officer	... 30	427
Peon	... 16	254
Preventive officer	... 50	746
Peon	... 14	162
Peon	... 14	590
Petty officer	... 25	430

We think that in these instances the rewards granted are excessive, and that a change of system is indicated. We would like to see a record kept of good detective work, and a distribution of rewards made at the end of the year in recognition of such work. But in the case of no officer, we think, should the amount given in rewards exceed six months' pay, and in the great majority of cases it should be very much less. We think that Government will be doing the excise staff handsomely if they set aside annually for rewards a sum of not more than Rs. one lakh.

Contingencies.

28. We have been assured by those in a position to know that the contingency grants of this department are susceptible of appreciable reduction. The contingent expenditure in connection with the boats used by the salt preventive staff will disappear to the extent of the reduction proposed by us. The remainder will go to the Police Department. Expenditure on launches will be dealt with in another place, but taking everything into account we consider contract contingencies can be reduced by Rs. 20,000, and non-contract contingencies by Rs. 60,000.

**Co-operation
between
Excise and
Police staffs.**

29. We advocate greater co-operation between the Excise and Police Departments. It would probably lead to a reduction of excise petty officers and peons.

30.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Boat establishment	30,700	...
Salt staff	91,400	...
Inspectors	1,63,000	...
Deputy commissioners	45,100	...
Excise Intelligence Bureau	18,000	...
Rewards	74,000	...
Contingencies	80,000	...
Total	5,02,200	...

Net reduction ... Rs. 5,02,200



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CHAPTER IV.

7.—**Stamps.**

**Discount on
sale of
stamps.**

31. The only point under this head to which we wish to draw attention is the rate of discount allowed to stamp vendors. By amendments of the Stamp Act, and the Court-fees Act the stamp duty has been increased on the average by nearly 50 per cent. The effect of this is to increase similarly the charges on account of discount paid to vendors. The budget of the current year, we believe, makes no provision for this increase, but its effect will probably be felt in succeeding years. We doubt if there is a case for so substantial an addition to the profits of stamp vendors, and we suggest that it is a matter that requires consideration.



CHAPTER V.

8.—Forests.

32. This is a revenue earning department, quasi-scientific, and quasi-commercial, and we are opposed to the reduction of any expenditure that is likely to provide a good return. The forests of the province are a valuable asset that should amply repay conservation and development.

33. From the year 1909-10 up to the year 1918-19 the expenditure produced a net gain to provincial revenues of just over 100 per cent. For the three years from 1919-20 to 1921-22 the net gain was 71 per cent. only. The figures, in thousands of rupees, are:—

Period.	Average revenue.	Average expenditure.	Average net gain.
	Rs.	Rs.	Rs.
1909-10 to 1913-14 ...	13,17	6,48	6,69
1914-15 to 1918-19 ...	14,22	6,90	7,32
1919-20 to 1921-22 ...	20,52	11,97	8,55

34. The last of these three periods was noticeable for a considerable increase in the pay of staff, but for which the net gain would have been greater. We have been told, however, that the output of forest produce is equal to the present demand, and an increased expenditure would not seem to be justified until new or increased demands are forthcoming.

35. In the year 1918-19, largely as a result of the conditions arising from the war, departmental operations were undertaken for the first time on an appreciable scale. When purchasers, or lessees, are working a forest and extracting the produce the expenditure is far smaller than when this is done by departmental agency. Departmental work, if properly done, yields a larger profit, but not a larger percentage of profit in proportion to expenditure. We note this because we feel that before there is any material extension of departmental operations the financial results likely to accrue will require careful examination.

36. The only post the necessity for which we doubt is that of the Forest Engineer. It was created very recently, and we are Engineers.

not convinced there is work for a whole-time officer of this kind in Bengal. If the need for expert advice in this direction was felt, the proper course, we think, would have been to engage a competent Forest Engineer temporarily to report to Government after a survey of provincial conditions. We recommend that the permanent post that has been created be abolished.

37.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Forest Engineer 	8,700
Total ..	8,700

Net reduction ... Rs. 8,700.



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CHAPTER VI.

9.—Registration.

38. The present Inspector-General of Registration, as the official representative of Bengal on the Council of State, spends nearly five months of each year in Delhi and Simla. In his absence, his personal assistant officiates as Inspector-General in addition to his own duties as personal assistant. We take this as proof that the work does not justify the employment of both an Inspector-General and a personal assistant. After considering the possible alternatives we have come to the conclusion that the proper course is to abolish the post of Inspector-General, and to place the department under the control of the Commissioner of Excise. We recommend that this be done.

**Commissioner
of Excise
to replace
Inspector-
General.**

39. The Commissioner of Excise should be assisted in the Registration Department by a personal assistant, who, if a suitable officer is available, should be drawn from the ranks of district sub-registrars. This would give the Commissioner an officer who is conversant with the details of the administration of the department, and would throw open to officers of the department a post they are likely to value.

**Personal
assistant.**

40. We are informed that it is proposed to employ in certain districts a district sub-registrar whose main duties will be inspection. This is a more expensive arrangement than prevails at present, but on the understanding that the number of such officers does not exceed twelve we would not interfere with it. We consider, however, that this removes the necessity for employing inspectors of registration, and we propose that all such posts be abolished, including that of the inspector of Muhammadan marriage registrars. If irregularities occur which require a more prolonged investigation on the spot than the head of the department can give, one of the twelve district sub-registrars to whom we have referred, should be specially deputed for the purpose.

Inspectors.

41. We understand that the copying, registering, and searching fees have not been revised within the last twenty-five years. We think there is a good case for doubling the fees at once.

**Increase of
fees.**

42. A further means of effecting economy is the abolition of superfluous sub-registry offices. There are a number of offices which do not pay the cost of their upkeep. Other offices are situated so close together that amalgamation would impose no hardship on the public. We recommend that as many non-paying offices as possible be closed and that where amalgamation of offices is possible without

**Abolition of
superfluous
offices.**

serious inconvenience to the public it should be carried out. Before coming to a decision on this point we made a reference to the Inspector-General of Registration, who supplied us with the following list of offices which may be closed at once. On a further examination others may be found.

The list is as follows:—

Jamalpur—Burdwan district.	Ramnagar—Nadia district.
Saltora—Bankura district.	Lalbagh—Murshidabad district.
Binpur—Midnapore district.	Gopalpur Bazar—Jessore district
Shambazar—Hooghly district.	Barabazar—Jessore district.
Cossipore—24-Parganas district.	Khalispur—Jessore district.
Shikarpur—Nadia district.	Teota—Dacca district.

Duplicate
index.

43. We recommend the abolition of the duplicate index, which we are informed is not a real necessity.

44.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Inspector-General	24,000	...	...
Personal assistant	5,400	...	...
Inspectors	16,260	...	...
Closing of non-paying offices ...	27,000	...	...
Increase of registration fees ...	...	20,00,000	...
Total ...	72,660	20,00,000	...

Net reduction ... Rs. 20,72,660.

CHAPTER VII.

15.—Irrigation.

45. The accounts of the Irrigation Department are notorious for their complexity, and we have found some difficulty in ascertaining the facts. The total expenditure of the department in the current financial year is estimated in the budget to be about Rs. 83 lakhs, including a provision on account of dredgers of Rs. 48 lakhs, and interest on capital expenditure. The establishment charges amount to Rs. 9,29,594, distributed among the various works, of which Rs. 1,07,371 is debited to capital works. If this is a correct statement of the facts it seems to us the establishment charges are unduly high, and require investigation.

46. Of irrigation pure and simple there is very little in Bengal, the department being concerned mainly with navigation, embankment and drainage works. Some of these works have claims to antiquity. They serve different purposes, cost a very large sum to construct, a considerable sum to maintain, and are mostly unremunerative.

47. Our recommendations put briefly are:—

- (a) Each project should be examined in the light of present-day conditions in order that needless expenditure may be eliminated.
- (b) The tolls and fees should be revised, and increased wherever possible. We understand that the tolls on the Hijli Tidal canal, for instance, are, on the whole, lower now than they were in 1865. We think the receipts could be increased at once by one-third on the average.
- (c) The requirements of the department in staff should be examined, as also the necessity for the numerous launches and boats which it maintains.
- (d) The question of the maintenance from provincial revenues of about 1,000 miles of embankment may be considered. We understand that in some instances landlords have been relieved of their liability in this matter at a substantial additional charge to the State.
- (e) Drainage schemes, whether designed to combat malaria, or to increase the culturable area, should not be undertaken until steps have been taken to enforce a proper contribution from those who will benefit.

Recommendations.

Nature of works.

Establishment charges.

48.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Tolls and fees	3,50,000
Total	3,50,000

Net reduction ... Rs. 3,50,000



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CHAPTER VIII.

22.—General Administration.

(a) Staff and Household of the Governor.

49. The expenditure on the Body Guard establishment amounts to **The Body Guard.** Rs. 1,20,000 a year. Apart from sentry duty at Government House the Body Guard are used on two ceremonial occasions in the year. We consider this expenditure is avoidable.

50. We have examined the other items of expenditure under this **Other expenditure.** head, but have no proposals to make in regard to them.

51.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Body Guard 	1,20,000	...	...
Total ...	1,20,000	...	...
Net reduction	... Rs. 1,20,000		

(b) Members of Council and Ministers.

52. The present Government, which consists of four Members of Council and three Ministers, has been widely described as unnecessarily large. It has been pointed out that in pre-reform days the Government consisted of the Governor and three Members of Council, and that admitting the increase of work resulting from the new constitution, and from an enlarged and more active legislature, the increase of the Members of Government by four appears to be without justification. **Present strength of Government.**

53. We think it unnecessary to do more than state that a Government of seven is not justified by the work that has to be done. There is no dispute on this point; the difference of opinion arises as to the extent of the reduction. It is not easy to estimate the increase of work **Increased work under the new constitution.**

since the pre-reform days of a Government of three, but the factors making for an increase are fairly clear. The first is the increased complexity of the form of government under the new constitution and the material inroad made on the time of Members of Government by the more protracted sittings of the Legislative Council. Another factor is the altered situation in regard to finance. The local Government has now to stand on its own legs in this matter, to develop its own resources, and to devise a constructive financial policy embracing taxation and loans. A further consideration is that in pre-reform days the Governor had personal charge of certain branches of work. This is not now possible, and its effect has to be accounted for.

Recommendations. 54. In our opinion there is ample justification for a Government of four, consisting of two Members of Council, one of whom should be a non-official, and two Ministers, and we regard this as the normal and proper strength of the local Government. We recognize, however, that the consideration and adoption of our recommendations will provide, at first, additional work in all branches of the administration, and we consider that, for a limited period, there is a case for a third Member of the Executive Council of wide administrative experience. We would set the end of that period at the next general election. Thereafter, we consider, conditions should have reached the normal, and a Government of four should suffice.

55.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
सत्यमेव जयते	Rs.	Rs.	Rs.
Members and Ministers	... 2,16,000	... .	... .
Total	... 2,16,000	... .	... .

Net reduction ... Rs. 2,16,000

(c) Legislative Council.

**Restriction
of questions
by members.**

56. The present Legislative Council, as the first enlarged Council under the new constitution, has shown a natural but considerable appetite for information. A very large number of questions are asked at each session, and the work involved in the preparation of replies is, we are told, considerable in all departments of Government. The amount of money consumed in the preparation of answers to questions,

and in the printing, and circulation of them, is also considerable. The Council has moved in this matter itself in the direction of restricting the number of questions which any one member may ask in a session. That this would have a good effect we have no doubt, but we think it would probably result in a member, who has himself reached the limit of the number of questions allowed, passing on further questions to other members who have still a margin left. The tendency, in fact, would be to make the maximum the normal. We have a suggestion to offer which, we think, places the matter on a better footing. The Council, as a body, has the right to require an answer to any question, and to any number of questions, whatever amount of work and expenditure may be involved. But neither an individual member, nor a small minority of the members should have this right. The proper test, we think, is whether or not an appreciable number of the members desire to have a question answered. In this view, we consider the best course would be for the President to be given power to refuse to admit a question either on the ground that the importance of the information when obtained, would not justify the labour or expense involved in answering the question, or because the question is not one of general interest to the Council. We suggest that this power should be freely used. A member aggrieved by a decision of the President in this matter, should, we think, have the right to require the President to put it to the Council, and if a certain proportion of the non-official members, which we would put at one-third, expressed themselves in favour of the question it should be admitted, otherwise the decision of the President should prevail. There would be no debate on this point, the question would merely be put. We believe that this suggestion offers the best solution of the matter, and that, while preserving the right of the Council to obtain such information as it may desire to have, it would enable many superfluous questions to be eliminated, and prevent unnecessary work and expenditure.

57. We think no emoluments should attach to the office of Deputy-President. The duties of the Deputy-President will normally be light, and the dignity and importance of the office are, in themselves, a sufficient return to any member who may be elected to it. Deputy-President.

58. As regards the staff of the Legislative Department we consider an additional clerk for the President is unnecessary. The system of overtime allowances to assistants and typists who are required to stay in office until the rising of Council should be discontinued. If the fact that some officers have to remain in office until 7 P.M. for a small proportion of their working days is considered to justify additional renumeration, it should take the form of increased pay. We doubt, however, if any increase of pay could be justified on this ground. The post of Registrar we regard as necessary in this department. Legislative Department.

59. The expenditure on ghami and cooly hire is considerable. The former is explained on the ground that assistants often have to work Conveyance hire.

late in office, on occasions until 9 or 10 P.M., and it is considered desirable to enable them to reach their homes as quickly as possible. It is recognized that there are a few occasions in the year when the Legislative Department is pressed, but they are certainly few, and it seems to us to be wrong to give overtime allowances and also ghari hire to an assistant who is detained late. We find that conveyance hire has been paid even when the Council was not in session. We have referred to this matter in the chapter on contingencies, and we feel it is so liable to abuse that the payment of ghari hire should cease altogether, except when an assistant is summoned from his house on urgent business out of office hours. Even then, tram fare would be sufficient unless the matter were so urgent that a quicker means of conveyance was imperative.

Cooly hire.

60. The expenditure on cooly hire in this department has averaged over Rs. 120 a month in the current year. This also is a question that affects not only this department, but also the secretariat, and the offices of heads of departments. We regard the present state of affairs as discreditable. The whole question of orderlies and peons requires examination. In the first place, they are too numerous, and in the second place, the nature of their duties should be laid down. If they are not to carry papers, three-quarters of them might be dispensed with at once. If they are required to carry papers, the large sums paid as cooly hire are without justification. The position now is that in the offices we are referring to every peon is making, under cover of cooly hire, Rs. 3 to Rs. 10 a month in addition to his pay. We consider this should cease at once. Where large quantities of papers have to be carried, the proper course would be to substitute for one or more of the present staff of peons a corresponding number of men employed specifically for this work on a fixed monthly pay. We recommend that the payment of cooly hire for the transport of papers between offices, and between offices and the residences of officers be prohibited.

61.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
Legislative Council	Rs. 20,000	Rs. ...	Rs. ...
Deputy-President	5,000	... ...	... ...
Legislative Department ...	2,500	... ...	... ...
Total ...	27,500	... ...	... ...
Net reduction		... ...	Rs. 27,500

(d) The Secretariat.

62. Our main proposal in regard to the secretariat is that where **Proposal.** there are heads of departments the present duplication of departmental and secretariat establishments and officers should in most cases be done away with. We have referred to this specifically when dealing with education, and we consider that herein lies a means of effecting substantial economy, and at the same time of speeding up work and simplifying procedure.

63. We think that in present conditions, when all important questions **Present procedure.** receive the consideration of an enlarged Government in joint session, there is not the need for the detailed secretariat work that was required when the province was in the charge of a Lieutenant-Governor. We feel, too, that the present procedure makes for duplication of work, unnecessary noting and references, and is responsible to a large extent for the mass of papers with which secretariat officers are now inundated, to the detriment of effective and expeditious disposal of work.

64. Another important factor is the increased powers and duties of the Finance Department since the introduction of the reforms. Practically all secretariat files go to the Finance Department at some stage or other, and it is here that the real examination of proposals is made in the light of the canons of financial powers, and in the interests of economy.

65. We feel that where there are heads of departments, one stage **Increased powers of Finance Department.** of the procedure now observed might safely be omitted. There is, for instance, a Surgeon-General to Government, who is the head of the Medical Department, and as such, an administrator as well as an adviser to the Minister on all medical matters. In the present order of things a proposal of the Surgeon-General is dealt with first in his office, and after examination is forwarded to Government, often in the form of an official letter. It is dealt with in the medical branch of the Secretariat Department of Local Self-Government, and is noted on by an assistant, head assistant, assistant secretary, and Secretary. It then goes to the Finance Department, where the proposal undergoes another examination and series of notings. There is often the further complication and delay of having to refer back to the Surgeon-General for explanation on a point that is obscure. The way from the Finance Department to the Surgeon-General is through the medical branch of the secretariat, and the return journey is the same. There are obviously in this all the necessary elements of delay, and the opportunity for the maximum circulation of papers. The examination in the Finance Department is not only required by the present constitution, but is essential for the proper control of departmental expenditure. The dispensable element, in the instance we have given, appears to us to be examination in the medical branch. The Surgeon-General is not only an

Grounds for elimination of secretariat work.

administrator but also a professional officer of the highest attainments. The secretariat officers of the medical branch have no professional qualifications, they are not in as close touch with the administration of the Medical Department as is the Surgeon-General, and they are not required, nor have they the knowledge, to deal thoroughly with the financial aspect of the matter. We are satisfied that, whatever good is derived from the dual system of departmental and secretariat control that we have described, the loss of it would be more than counterbalanced by simplification of procedure, expedition of work, and reduced expenditure.

Position of Member or Minister.

66. It has been suggested that the head of a department looks at a question from a purely departmental view, and is ordinarily unable to take the wider and connected view that some questions demand. This has been urged as a factor that detracts from the value of our proposal. We are not impressed with this objection for we take it to be the duty of the Member or Minister in charge to supply the wider vision that the more important questions require.

Recommendations.

67. We recommend that the heads of the following departments should deal direct with the Member of Government in charge, and carry out the duties of Secretaries to Government:—

- (a) Police.
- (b) Medical and Public Health.
- (c) Education.
- (d) Excise and Registration.
- (e) Jails.
- (f) Veterinary.

The Chief Engineers of the Irrigation and Public Works (Roads and Buildings) Departments are already Secretaries to Government.

Development Officer.

68. In regard to agriculture, co-operative credit and the development of industries, we have recommended, when dealing with the Agricultural Department, that these three departments should be under a single administrative head, who should be in direct touch with the Minister in charge, and perform the duties of a Secretary to Government.

Amalgamation of Revenue Secretariat and Board of Revenue.

69. We recommend that the revenue work now done in the Revenue Department of the secretariat be transferred to the Board of Revenue. The division of administrative functions between the Board of Revenue and the Revenue Secretariat does not seem to proceed from any clearly defined principle, nor is the necessity for such a division apparent. We appreciate the important position occupied by the Board as a final revenue court of appeal, and we think that position should be preserved. The Board, however, is more than an appellate authority, and in connection with land revenue administration exercises general supervision throughout the province. The Board refers to Government matters of general interest and importance as well as those requiring its sanction

according to law, and, in turn, is freely consulted by Government. Apart from its statutory powers the Board exercises a large number of executive functions, and also issues rules having the force of law, sometimes on its own responsibility and sometimes with the approval of Government.

70. This being the case, we see no advantage in the duality of revenue departments at headquarters, and we consider that the Board, whose Member is chosen for his experience in revenue administration, should alone be retained. We believe we are correct in saying that the work of the Member of the Board is not unduly heavy, and that the Revenue Secretaryship is one of the lightest. The proposals we have already made would relieve the Revenue Secretary of his work in connection with the Jail Department. Excluded areas might go to the Chief Secretary, and Forests, which is a very light item, either to the Chief Secretary or to the Financial Secretary. There would, we consider, be enough work in the Board of Revenue, exercising the functions we have proposed for it, for a Secretary and an assistant secretary. The effect would be to dispense with one post of Secretary. There would also be a reduction of staff by amalgamation, and by the elimination of the references that are now made between the Board and the Revenue Secretariat. In view of this proposal, and of our recommendation to abolish the post of Divisional Commissioner, we think a second Member of the Board would be justified.

71. An argument that has been preferred against this proposal is that the position of the Board as an independent appellate authority would be lowered. We think there is no weight in this. The position of the Board as an appellate authority is secured by statute, and would remain as independent as it now is. The Board at present is subordinate to Government in many matters of administration without impairing its position as the final revenue court of appeal. We do not agree that a position that is secured by statute is likely to be rendered less independent by an extension of the present administrative functions.

72. If our proposals are accepted, the Civil Secretariat will comprise the following Secretaries:—

**Strength
of Civil
Secretariat.**

Chief Secretary—Appointment and Political Departments.

Financial Secretary—Finance, Commerce, and Marine Departments.

Judicial Secretary—Judicial Department, also Legal Remembrancer.

Local Self-Government Secretary—Local Self-Government Department.

The post of deputy secretary in the Political and Appointment Departments to deal with police work would be unnecessary. As regards assistant secretaries, we think there is no need for one in the Judicial Department, and no justification for paying Rs. 1,200 a month for an assistant secretary in the Public Works Department. We note that

in the Irrigation and Public Works Department there is not only an assistant secretary in each, but also a personal assistant to the Chief Engineer. One such officer in each of these departments would, we consider, be sufficient.

Offices of heads of departments.

73. We wish to emphasize our opposition to any substantial increase of staff in the offices of heads of departments if our recommendations are given effect to. We believe that in no instance, with the exception of the Board of Revenue, will there be need for more than a very trifling increase, and that in the majority of cases no increase at all could be justified. We mention this because there will undoubtedly be pressure to find employment for the secretariat staff that would become superfluous under our proposals. We think that the proper course is to maintain the staffs of heads of departments as they now are, and to require the fullest justification for any increase that may be proposed. We have given our opinion elsewhere that the offices of the Inspector-General of Police, and the Director of Public Instruction are capable of reduction.

Abolition of Registrars.

74. We accept the unanimous evidence that Registrars are unnecessary. We recommend that their posts be abolished.

Labour Intelligence Officer.

75. The separate post of Labour Intelligence officer under the Commerce Department seems to be of doubtful necessity. The post is a temporary one, and although it may be warranted by conditions of serious labour unrest it is not easy to justify it as things are at present. We understand that this officer is now being employed in part on the general work of the Commerce Department and that this is affording relief at a time when the Finance, Commerce, and Marine Departments are specially pressed. We recommend that the position be reviewed in six months' time, when, if the labour situation has not undergone a material change, the post should be abolished, and the work attaching to it transferred to the deputy secretary.

76.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
Appointment and Political	Rs. 59,800	Rs. ...	Rs. ...
Local Self-Government	98,800	...	...
Agriculture and Industries	1,15,400	...	...
Revenue	48,800	...	...
Public Works and Irrigation	24,700	...	...

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Allowances and contingencies	... 72,000	...	...
Registrars	... 39,000	...	...
Labour Intelligence Officer	... 24,000	...	...
Total	... 4,82,500	...	...

Rs.

Deduct difference between the pay of a second Member of the Board
and the present pay of the Secretary to the Board ... 26,600
Net reduction 4,55,900

(e) Board of Revenue.

77. Apart from the recommendations we have already made that have reference to the Board of Revenue, there is only one proposal to be dealt with. We consider that the general rate applicable to Court of Wards estates requires revision. At present it covers the entire cost of the clerical establishments of the wards departments in Collectors', Commissioners' and the Board's offices. It also covers one-twentieth of the pay of Collectors and Commissioners, who are concerned with wards estates, and one-twentieth of the pay of the Director of Land Records, the Director of Agriculture, and the Secretary and Member of the Board. The proportion of one-twentieth was fixed in 1893, and we are informed does not fairly represent the time now given to wards estates by the officers referred to. We recommend that it be increased by a suitable amount, after an examination of the facts. The general rate does not appear to cover any part of the pay of Wards deputy collectors. This seems to be an important omission, for in some districts there is a deputy collector who is employed solely on wards work, and in others it is a very considerable part of a deputy collector's work.

General
rate for
wards
estates.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Wards general rate	25,000	...
Total	...	25,000	...
Net reduction	...	Rs. 25,000	

(f) Commissioners.

Weight of evidence.

79. One of the most difficult matters we have had to consider is the question of the abolition of the post of Divisional Commissioner. It is a long-standing question that has been brought into special prominence in the last two years, and, if we may judge from the evidence received by us, without decreasing the widespread opinion in favour of abolition.

The issue.

80. We approach the question from the point of view of economy. We are far from detracting from the value of the work of Commissioners, nor do we wish to suggest that they are not fully occupied. The question to our mind is simply whether the work done by Commissioners could be carried out by a cheaper agency without serious loss of efficiency. We think that arguments based on the volume of work done by Commissioners are a little beside the point. If Commissioners were not fully employed in work of an important nature, we imagine their posts would have been abolished already.

Importance of present conditions.

81. We do not propose to go back to Regulation I of 1829, or to undertake an historical sketch of the functions and duties of Commissioners during the last 93 years. We prefer to consider conditions as they are, and as, so far as can be foreseen, they are likely to be in the future. One important factor in present conditions, which necessarily was not present in the discussions prior to 1921, is the reformed constitution. We shall refer to its bearing later.

Value of Commissioner as an adviser to Government.

82. We feel that, in spite of its age, the post of Divisional Commissioner, as an administrative authority of an intermediate character between the districts and Government, requires justification. It is true that it is convenient for Government to have five senior officers who can take a comprehensive view of conditions over a wide area, and who

can consolidate the mass of information that District Officers are now required to supply. But we are not convinced that this is necessary, or that it would not be better for Government to be in more direct touch with District Officers by whom the work is actually done. It is clearly uneconomical to interpose a Commissioner between a District Officer and Government unless the Commissioner makes an original contribution to the matter in hand, and, we are told, that in regard to an appreciable portion of the correspondence that passes through a Commissioner's office this cannot be said to be the case. We feel that where advice is received by Government from a Commissioner in regard to district work, it amounts at best to a second opinion. The first opinion comes from the District Officer who has intimate knowledge of local conditions and feeling. The Commissioner, who is more remote from actualities than the District Officer, gives an opinion based on his own experience and local knowledge after considering the views of the District Officer. Government, on receipt of the two opinions, decide on the action to be taken. In this aspect of the matter the only question is whether the second opinion of the Commissioner is necessary. We think it is probably desirable in certain instances, but we doubt if it can be put higher than that. If the post of Divisional Commissioner were abolished, the value to Government of the experience of senior officers would not be lost, for instead of being Commissioners they would be District Officers. The only difference would be that, in regard to matters of particular rather than of general application, the advice of a senior officer might not always be available as is now the case.

83. The Commissioner, as the guide, philosopher, and friend of his District Officers has been a valuable asset. He is an asset still, particularly to junior officers, but the official evidence we have received on this point, to which we have directed special attention, clearly shows that it is an asset of diminishing value. This is due, we think, to a large extent to the new constitution, and the altered conditions it has created.

84. In examining the effect of the new constitution on the value of the post of Divisional Commissioner, we shall begin with the Commissioner as an adviser of District Officers. The transferred departments are now administered by the Governor acting with the advice of his Ministers, whose policies are regulated by the vote of the legislature. In regard to transferred subjects, matters of policy are only to a slight extent the concern of local officers. Their functions are to give effect to the policies laid down, to furnish information, and to advise on matters that are referred to them. The position was very different in pre-reform days when every District Officer, and more so every Commissioner, had a part in the framing of policy. We feel that in the transferred departments there is no real need for the Commissioner as

*As an adviser
of District
Officers.*

*Effect of
the new
constitution.*

an adviser of the District Officer. In the case of agriculture, for instance, there is a separate staff of technical and administrative officers to whom the District Officer would naturally refer for advice. The agricultural policy of Government is the policy of the Minister in charge, regulated, as has been said, by the vote of the non-official majority of the Legislative Council. We see little scope for a Commissioner in this order of things. The same remarks apply, we feel, to the other transferred departments, to education, medical, public health, co-operation, and industries. In the extension of village self-government, the Commissioner has a place, but only as a superior executive officer, and we doubt if he is necessary even in that capacity. On the reserved side of Government there is much with which in practice a Commissioner has little to do. With civil judicial administration he has no concern, and with criminal administration and police administration he is only slightly concerned. The chief work of a Commissioner is in the administration of the revenue laws, and his main value to a District Officer is in this direction, and as an adviser when difficulties of a general or political nature arise.

**Commissioner
and reserved
subjects
under new
constitution.**

85. We return for a moment to the position of the Commissioner as an adviser to Government. We have indicated that on the transferred side he is not, in the new order of things, an active adviser. On the reserved side there is the Board of Revenue as an adviser on revenue matters, and, in other directions, departmental heads. But what we wish to bring out is that since the introduction of the reforms the importance of the Commissioner as an adviser to Government has diminished even on the reserved side. All important matters, and all proposed legislation are subjects of discussion at a joint meeting of Government before a decision is taken. This joint consideration in the light of administrative experience, and political expediency must, we feel, diminish the need for advice from Commissioners. The advice of senior officers will always be necessary, and will always be available. What we think is far less necessary than it was is the advice of a senior officer *qua* Commissioner rather than *qua* Collector.

Appeals.

86. The Divisional Commissioner has numerous statutory functions, and exercises appellate and revisionary powers under the revenue laws. We have been told that if the post of Divisional Commissioner is abolished the appeals to the Board of Revenue will be greatly increased, and that there will be serious inconvenience to parties in having to prefer their appeals in Calcutta, instead of, as hitherto, at the divisional headquarters. As to this we have great difficulty in appreciating why the procedure in revenue matters is different from what it is in criminal and civil judicial administration. In criminal and civil administration the final court of appeal in India for this province is the High Court, which is in Calcutta. Between the High Court and the District and Sessions Judge, who is a district official, there is no court of

appeal or revision. We see no reason why the same system should not obtain in revenue administration. If, subject in some instances to second appeal to the High Court, a District and Sessions Judge is competent to decide appeals preferred against the decisions of deputy magistrates and subordinate judges, we think a Collector should be no less competent to decide appeals in revenue matters from the decisions of deputy collectors, subject in certain cases to a second appeal to the Board of Revenue. Our proposal is that the law and the practice in this matter should be revised, - and that the appellate powers now conferred on the Divisional Commissioner should be given to the Collector. There may be a few instances in which it may be considered proper not to confer appellate powers on the Collector. In such instances the appeal would lie to the Board of Revenue. In this view, broadly speaking, the original revenue work would be done by deputy collectors and the ordinary appellate work by Collectors. The Board of Revenue would remain as a final court of appeal and revision. This recommendation does not involve any appreciable addition to the work of Collectors. It merely means that their orders, which they would pass in any event, would, in the majority of cases, be final.

87. As regards the statutory original functions of the Commissioner we believe the bulk could be exercised by District Officers without any loss of efficiency. Probably a few would have to be reserved for Government. Here again, the increase of work of District Officers would be negligible, while their offices would be relieved of much correspondence. Original functions.

88. It has been suggested that if there were no Commissioners it would be difficult to fill certain posts that they now occupy, and the Chairmanship of the Port Trust of Chittagong has been cited as an instance. We mention this because it has been seriously advanced before us, and has found a place in previous discussions on the subject. To take the Chittagong case as an illustration the contention amounts to this: a senior officer as Commissioner is competent to be Chairman of the Port Trust, the same officer as Collector would be less competent. We think it answers itself. Special posts.

89. There remains the question of inspection. The abolition of the inspection post of Commissioner would affect the inspection of the revenue departments of districts. In other departments inspection by the head of the department and by other departmental officers seems to us to be sufficient. The revenue inspection, we consider, should be done by the Board of Revenue. In normal circumstances a Commissioner's inspection is preceded by a detailed examination of the district registers by the Commissioner's *sarishtadar*. With the stereotyped revenue system of this province, this preliminary detailed examination of registers has considerable value, and we think that it would be useful if the Board of Revenue had on its staff two officers of the experience and training of

a *sarishtadar* of a Commissioner's office to assist in inspection in this direction. The question of increasing the number of Members of the Board of Revenue has already been disposed of.

**Conclusion
and recom-
mendation.**

90. Our conclusion in this matter is that while Commissioners do useful work its distribution among other officers in the way we have suggested would lead to no appreciable loss of efficiency. The position of District Officers would be strengthened, and their responsibility less obscured if there were no Commissioners. On the other hand we feel that the office of Commissioner is declining in usefulness and prestige and that, in the conditions that now prevail, its further decline is inevitable. We recommend that the post of Divisional Commissioner be abolished. If this is done there would be a case, we think, for raising three posts of district officers above the time-scale, on a special pay of Rs. 3,000 a month.

91.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Divisional Commissioners	... 5,20,000	...	...
Total	... 5,20,000	...	...
Net reduction	...	Rs. 5,20,000.	

(g) District Administration.

**Provincial
and sub-
ordinate
executive
services.**

92. Our chief recommendation in regard to district administration is that there should be a readjustment of the cadres of the provincial and subordinate executive services. There are at present 323 officers of the provincial service, and 353 officers of the subordinate service. The scale of pay of the former is Rs. 250—850 with a selection grade of Rs. 1,000, and of the latter Rs. 150—400 with a selection grade of Rs. 450. The number of officers of the subordinate service will increase with the extension of village self-government.

**Distinction
between
the two
services.**

93. During recent years demands have frequently been made for the amalgamation of the provincial and subordinate civil services. It has been urged that both services are recruited from men of the same social standing and educational qualifications, and that their work is practically identical. Government have resisted the demand for amalgamation, and we think rightly, but the position, we feel, is still equivocal, and

requires reconsideration in the light of future developments. The duties and functions of the subordinate service have been laid down from time to time. They were defined in 1902 when the service was reorganized, and have continued unaltered in the main except in the matter of magisterial powers. In theory the tendency has been to keep the provincial and subordinate services distinct, but in practice there has been, we think, an appreciable overlapping in the nature of their duties.

94. In the chapter on that subject we have indicated our views as to the manner in which the further Indianization of the services should proceed. As regards the executive side of district administration, and waiving for the moment the possible separation of judicial and executive functions, we feel the development must be in the direction of a provincial service which will supply the district officers of the future. Recruitment would, for the most part, be direct, and the conditions of the service would be such as to attract the best men of the province. Although their training would cover all branches of district administration, the real work of the service we contemplate would be confined to the more important matters of revenue, criminal and general administration. Their duties, in fact, would be such as would fit them for their responsibilities as district officers. Such a service would not be a large one, it would probably never exceed 200 in number, and for some years to come it might well be smaller. A large volume of work would remain to be done by a different agency, and the feasibility of the proposal we have to make depends, to a large extent, on the question whether the subordinate executive service as it is to-day, or with slightly improved prospects as to pay, is capable of doing that work. We believe it is. Provided there are provincial service officers for subdivisions, for the most important revenue departments, for the most difficult criminal cases, for the higher branches of district administration, we believe the subordinate service as it now is, or with a possible extension of the maximum pay to Rs. 500, is capable of doing, under proper supervision, all that is required to be done. Our recommendation is, therefore, that the cadre of the provincial executive service be reduced to 200 by the substitution, to the extent of the reduction, of subordinate service officers for provincial service officers.

95. In our opinion this proposal affords a rational and definite distinction between the two services, that is now lacking. The provincial service would be recruited deliberately in order to secure officers of district rank, and the nature of their work would be regulated by the varied training that their coming responsibilities as district officers would demand. Their functions and duties would be of a distinctly higher order than those of the subordinate service, any overlapping being only what is inevitable in the course of training. An assistant magistrate devotes some time in his early days to the hearing of uncontested land registration cases, work that is normally done

**Proposed
distinction
between the
two services.**

by a rather junior deputy collector. There is no real confusion or overlapping of duties here; in the one case it is a step in the training of a superior officer, and in the other a part of the normal duties. The same considerations would apply in the conditions we contemplate.

Objections.

96. The argument that the provincial and subordinate services are recruited from men of the same social standing and educational qualifications would apply to some extent to the proposal we have made. It is an argument, however, that does not seriously impress us, for, if pressed to its logical conclusion in the direction in which it has been used, it would mean that the strength and conditions of the public services should be regulated by the number of suitable candidates, rather than by the nature and extent of the work to be done. Whatever method of recruitment may be adopted, there will always be a certain number of unsuccessful candidates, not noticeably distinguished in qualifications from the successful ones, who will enter a lower service if the attractions offered thereby are sufficient. Also of a body of persons with approximately the same general qualifications, those who have stood highest in their academic careers will ordinarily offer themselves for the highest service, the others being content to accept less promising services. These conditions obtain in most parts of the world, and do not call for special comment.

Proposal suited to present conditions.

97. It may be regarded as a defect of our proposal that the conditions we contemplate have not yet been reached, and that while it would be suitable when the Indianization of the services has proceeded further, it is premature in present conditions. Our answer to such an objection is that the organization of the public services on the lines demanded by probable developments is sound in itself, and that there is no reason for delaying it, especially when by so doing unnecessary expenditure is being incurred. The defect of the present system, in our opinion, is that it is wasteful of man-power, in that much of the work now done by the provincial service could equally well be done by a cheaper agency. Our proposal is unaffected by the division of judicial and executive functions, and we have noted in the chapter on the pay of the services that we consider a subordinate judicial service is required.

Peons.

98. Another recommendation we have to make under this head is that the number of orderly peons allowed to District Officers should be reduced. In many districts we consider the District Magistrate could manage quite well with four, instead of with five or six as is now the case.

Amalgamation of small districts.

99. We have received a good deal of evidence in favour of the amalgamation of small districts. We have not the detailed information necessary to enable us to deal with this question, and we, therefore, put forward the suggestion for the consideration of Government.

100.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Substitution of subordinate service officers for provincial service officers.	4,05,000	...	...
Peons 	5,000	...	...
Total ...	4,10,000	...	...

Net reduction ... Ra. 4,10,000.



Satyameva Jayate

CHAPTER IX.

24.—Administration of Justice.

(a) Civil and Sessions Courts.

Object of recommendations.

101. Our remarks cover the whole of the machinery for the administration of justice, except the High Court itself, and aim at a reduction of expenditure by the substitution, wherever possible, of a cheaper agency, by the extended use of summary procedure and by the elimination of unnecessary work. We have dealt in a separate chapter with the question of the Indianization of the judicial service, and no further reference to it is necessary here.

Recommendations.

102. It will probably be convenient if we give *seriatim* our proposals for the employment of a cheaper agency. They are:—

- (a) The enhancement of the powers of all munsiffs to try suits up to Rs. 2,000 in value, and of selected munsiffs to try suits up to Rs. 5,000 in value. This will require an amendment of the law.
- (b) The hearing by sub-judges of insolvency, succession, probate, administration, and contested will cases. Small succession cases might be heard by experienced munsiffs. This does not, we believe, involve an amendment of the law.
- (c) The disposal of a larger proportion of sessions cases by Assistant Sessions Judges. Experienced deputy magistrates and sub-judges may be vested with the powers, and in some districts nearly 50 per cent. of the sessions cases could be disposed of by them. Of the two, we would prefer deputy magistrates to sub-judges for this work, as the latter by training are more disposed to decide on the balance of evidence rather than on the probabilities. But either class would do if a careful selection were made.

Justification for recommendations.

103. These recommendations have received very considerable support from the witnesses we have examined, and call for little comment. The enhancement of the powers of munsiffs is justified, we consider, by the undoubted improvement in the qualifications and education of the members of the judicial services in recent years. It has been suggested to us that the increased strength of the Bar has added to the work of courts by necessitating more detailed and careful consideration of suits, and this has been used as an argument against increasing the powers of munsiffs.

We recognize the growing strength and capacity of the Bar, but we regard it as a factor wholly in favour of our proposals. For the prompt and proper disposal of cases a strong Bar is as necessary as a competent judicial officer, and it is because we appreciate the marked improvement in the Bench and the Bar alike that we feel our recommendations are sound.

104. We propose an extension of the Small Cause Court procedure, and recommend that selected sub-judges be given powers up to Rs. 1,000 and selected munsiffs up to Rs. 500. We also recommend that rent suits not exceeding Rs. 50 in value be dealt with under the Small Cause Court procedure. We find that of 359,796 of these suits disposed of by munsiffs in 1921 only 37,716 were contested. These proposals will enable a considerable number of suits to be disposed of more rapidly. The average duration in days of suits disposed of during 1921 is shown by the following figures:—

Extension
of Small
Cause Court
procedure.

		Sub-Judges.	Munsiffs.
By the ordinary procedure	Contested ...	593	268
	Uncontested ...	363	142
By the Small Cause Court procedure.	Contested ...	120	114
	Uncontested ...	75	71

By duration is meant the period extending from institution to the completion of execution. The saving in time is obvious, and if selected members of the provincial judicial service can exercise Small Cause Court powers up to Rs. 1,500 in Calcutta, we see no reason why they should not exercise them up to Rs. 1,000 in the mafassal.

105. Another way in which we think time could be economised is by an extension of the summary procedure in rent suits. We recommend that section 153 of the Bengal Tenancy Act be amended so as to raise the limit of the value of suits in which an appeal will not lie to Rs. 200 in the case of Judges, Additional Judges and sub-judges, and to Rs. 100 in the case of munsiffs.

Rent suits.

106. The following figures showing the number of officers employed and the number of cases disposed of by them during the last 10 years have been supplied to us by the Judicial Department:—

Disposal
of work by
courts.

(a) Judges and Additional Judges—

	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.
Number of officers	...	32	32	34	34	34	40	41	42	41
Disposals—										
Civil	...	18,195	17,488	17,867	18,245	18,283	18,711	18,006	20,246	23,642
Criminal	...	4,621	4,869	4,731	4,908	4,989	5,002	4,776	4,829	4,682

(b) Subordinate Judges—

	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.
Number of officers	...	55	57	59	62	59	66	63	64	62
Disposals	56,877	56,902	56,948	56,990	53,998	66,249	59,084	57,907	60,599

(c) Munsiffs—

	1912.	1913.	1914.	1915.	1916.	1917.	1918.	1919.	1920.	1921.
Number of officers ...	276	277	276	270	273	275	271	276	281	271
Disposals (in hundreds)	8,698	8,664	8,244	8,360	9,116	9,710	9,980	10,901	10,023	10,058

Additional Judges.

107. We think these figures shown an excess of subordinate and Additional Judges. The disposal of civil suits by Additional Judges in the Midnapore district in 1920, and in the Noakhali district in 1921 was abnormally high by about 2,000 in each case. There are probably special circumstances to account for this. But taking the figures as they stand, we cannot find justification for 16 more Additional Judges in 1921 than in 1912. Allowing for the extension of the jury system, and for every consideration that can be urged, we are of opinion that a reduction of 10 Additional Judgeships is called for on these figures.

Subordinate Judges.

108. As regards subordinate judges we think the increase has also been unwarranted, and we recommend a reduction of 5 posts.

Munsiffs.

109. The fluctuations in the number of munsiffs are difficult to follow, but we do not think any reduction would be justified by the figures we have given.

Civil court holidays.

110. Apart from the specific recommendations we have made in the preceding paragraphs there are other considerations with an important bearing on the number of courts required. The first is the number of holidays enjoyed by the civil courts. The executive holidays for the year 1923 amount to 91 days including Sundays, leaving 274 working days. We think this number of holidays is excessive, but the civil courts enjoy 22 holidays in addition and work for only 252 days. We have recommended elsewhere that the executive holidays be reduced by 10, and we consider there is no real justification for granting the civil courts a greater number of holidays than the executive side. By this proposal the civil courts would work 32 days more in a year, and their outturn of work would be increased by more than 12 per cent.

Honorary munsiffs.

111. A question that has been pressed on our notice is the desirability of employing honorary munsiffs. It has been urged that if more than one-fifth of the criminal work of the *mufassal*, outside the sessions courts, can be disposed of satisfactorily by an honorary agency, there is no reason why a similar agency should not dispose of a large proportion of the suits for money and moveables not exceeding Rs. 50 in value. The Village Self-Government Act has recognized the principle of honorary civil courts, and we consider it is desirable that it should be put into force. The number of suits for money and moveables not exceeding Rs. 50 in value was 98,589 in the year 1921, and the bulk, if not all, of these suits might well be disposed of by honorary munsiffs with considerable relief to the files of stipendiary officers.

Working of courts.

112. A further matter of general complaint which we feel obliged to refer to is the dilatoriness of the courts. We have been told they spend insufficient time in the actual hearing of suits, and too much

time in chambers. We understand that it is now permissible for an officer to write all his judgments in court hours, and, if this is so, it must mean a serious encroachment on the time he can devote to the hearing of cases. It would be interesting to have a record of the hours of attendance at court, and of the period actually spent on the Bench. We are satisfied there is need for speeding up work, and for more supervision. The efficient disposal of cases implies administration, and supervision, as well as judicial knowledge and judgment. If it is correct that the number of judicial officers required is determined mainly by the amount of pending work, we think it overlooks the important question of the sufficiency of the work done. The evidence we have received certainly points to the fact that insufficient work is done, and that when, in consequence, arrears accumulate, extra officers are appointed to deal with them. Economy and the public convenience require that cases should be disposed of with expedition as well as ability.

113. It is not easy to estimate the accumulative effect of our proposals. We attach great importance to the reduction of civil court holidays. This will involve the removal of the provincial judicial services from the category of vacation departments for the purpose of leave, but we see no objection to this being done. An increase of 12 per cent. in the number of working days would, assuming the volume of work remained constant, enable the cadre of munsiffs to be reduced from 271 to 249, and the cadre of sub-judges from 55 to 50.

114. The figures of the work done by munsiffs in 1921 are:—

		Ordinary powers.	Small Cause Court powers.	Proposed strength of cadre of munsiffs.
Suits for money and moveables	{ Disposed of ...	69,661	178,583	
	{ Contested ...	9,833	15,447	
Suits under the rent law	{ Disposed of ...	359,796	...	
	{ Contested ...	37,716	...	
Title and other suits	{ Disposed of ...	66,423	...	
	{ Contested ...	13,897	...	

The large proportion of uncontested suits is a conspicuous feature of these figures. We think the disposal of petty rent suits by the Small Cause Court procedure, the gradual and increasing employment of honorary munsiffs for the disposal of petty suits for money and moveables, and the other proposals we have made for lightening work would permit of an ultimate reduction of a further 35 posts. Against this has to be set the increased work involved in the increase of the ordinary powers of munsiffs. As a rough approximation we think the ultimate strength of the munsiffs' cadre should not exceed 240.

Cadre of subordinate judges.

115. The position in regard to subordinate judges is that they will be relieved of a substantial amount of work through the increased power of munsiffs and they will take over some of the work now done by District Judges. Allowing for both of these factors we think the cadre should be fixed at 40.

Strength of staff proposed.

116. If our proposal to appoint a larger number of Assistant Sessions Judges is adopted, the post of Additional Judge would disappear. We think 15 Assistant Sessions Judges would suffice. The ultimate staff would be :—

- 21 District and Sessions Judges.
- 15 Assistant Sessions Judges.
- 40 Subordinate Judges.
- 240 Munsiffs.

Date of reduction.

117. In view of the large number of pending cases we do not recommend that this reduction be made at once. We would allow six months for the disposal of arrears, and at the end of that period the reduction we have recommended should be given effect to, except in the case of munsiffs. The number of munsiffs, we think, should be fixed at 255 in the first instance, and be reduced to 240 as the files are relieved by the appointment of honorary munsiffs.

Ministerial posts.

118. Our attention has been drawn to other matters of civil judicial administration in which economies can be effected. The number of ministerial officers is determined by different standards of work in eastern and western Bengal. We think it is time to eliminate the differences in practice obtaining when eastern Bengal was under a separate government from western Bengal, and we recommend that the standards of work for ministerial officers be made uniform throughout the province and that in each case the higher standard of work, involving the fewer number of officers, be adopted. We would also combine the posts of head clerk and translator where they are separate. The evidence is unanimous on this point.

Diet money.

119. Another matter in which the evidence is unanimous is the abolition of the system by which diet money is payable to witnesses on the service of summons in civil suits. The amount received by witnesses is individually small, and is paid once only, however many times a witness may be in attendance. We have been assured, and can readily believe, that the payment of a few annas by way of diet money is entirely without influence in securing the attendance of witnesses. It necessitates, on the other hand, a very large number of entries in the peremptory cash register, in respect of the receipt and payment of these small sums, and constitutes an appreciable item of office work. Although we do not think that the payment of diet money to witnesses in civil suits can be discontinued altogether, we recommend that it be left to the option of the parties.

120. It will be apparent that the addition of 30 working days in the year will permit of a substantial reduction of the ministerial staff. There are at present in the judicial offices 440 ministerial officers in the upper division, and 2,269 in the lower division. The reduction here should, we think, amount to 300 officers in all.

**Reduction
of ministerial
staff.**

121. We are of opinion that the fees for copies should be increased, The pay of copyists and comparing clerks has been increased recently and an additional charge for copies seems justified. We suggest an increase of 25 per cent.

**Increase of
copying
fees.**

122.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Additional and Assistant Sessions Judges.	3,52,200	...	...
Subordinate judges	2,74,500	...	...
Munsifs	2,19,000	...	...
Ministerial officers	2,30,000	...	...
Diet money	50,000	...	...
Unification of standards of work	25,000	...	...
Increase of copying fees .. ...	...	1,90,000	...
Total	11,50,700	1,90,000	...

Net reduction ... Rs. 13,40,700.

(b) Presidency Magistrates.

123. The opinion we have formed, after carefully considering the evidence we have received, is that a radical change in the organization and administration of the Calcutta Police Courts is required. The impression we have gained is that the administration of criminal justice in Calcutta is poor, and that heroic measures will be necessary to raise it to a satisfactory level.

**Need for
improved
administra-
tion.**

124. One of the first needs is a central criminal court. The division of work between Bankshall Street and Jorabagan makes for duplication of staff, insufficient supervision, and undesirable delays. We suggest

**Central
criminal
court.**

that the present buildings of the Imperial Bank, if they become available, might be suitable, failing which the erection of a building near Central Avenue would probably be most convenient.

Honorary magistrates.

125. The recruitment of honorary magistrates is not satisfactory, and the Calcutta Police have far too big a say in the matter. In the year 1913 six retired judicial officers were appointed honorary magistrates, but for the next nine years not a single appointment was made from this class. This seems to us to amount to a neglect of very valuable material. There are nevertheless 91 honorary magistrates, of whom 21 are on the non-effective list, and many do not attend regularly. We consider that honorary magistrates should not hold office as long as they like, but as long as Government like, and that the next revision of the Criminal Procedure Code should be made the opportunity for securing this in the Presidency towns in the same way as in 1898 it was secured by an amendment in regard to the *mufassal*. Retired judicial and magisterial officers should be employed as much as possible, and a sufficient number of competent, working honorary magistrates obtained. They should be given proper accommodation which until recently was not available to them. If this is done, possibly only three, and certainly not more than four, stipendiary Magistrates will be required. The Motor Case Court we regard as a luxury.

Other recommendations.

126. We have been told that too many cases are sent to the police for report, and that the practice of hearing cases *de die in diem* is almost unknown. These are matters that affect the expeditious disposal of work, and it is unnecessary to do more than mention them. We think an examination should be made of the work done by the ministerial staff, with a view to a reduction of their numbers. Two posts of interpreter may, however, be abolished forthwith. We also think that the direct telephone line between the Chief Presidency Magistrate and the Commissioner of Police is a minor luxury that should be dispensed with.

127.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
Presidency Magistrates	Rs. 17,000	Rs. ...	Rs. ...
Total	Rs. 17,000	Rs. ...	Rs. ...

Net reduction ... Rs. 17,000.

(c) Courts of Small Causes, Calcutta.

128. We think that two of the judges should be recruited from the provincial judicial service. Recruitment of Judges.

129. We are unable to offer any other suggestion for the reduction of expenditure in these courts, beyond noting that, if the rehearing of suits could be restricted, an appreciable volume of work would be avoided. As this is a technical matter we leave it for examination, if that is thought desirable. Rehearing of suits.

130.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Two provincial judicial service officers.	4,800	...	...
Total	...	4,800	...

Net reduction ... Rs. 4,800.

(d) Legal Remembrancer.

131. We think that payment should be made by the Eastern Bengal Railway for legal advice given. Last year 59 written statements and 48 unofficial references in legal matters were dealt with by Government for the railway. We also think that, if this is not already the case, the Government of India should recoup the local Government for the expense occasioned by the appearances of the Deputy Legal Remembrancer in the Marine Court. Payment for services rendered.

132. As regards fees to pleaders in criminal cases in the *mufassal*, we think there might be some saving if court inspectors were better equipped for this work, and also if in the smaller cases junior and not senior pleaders are engaged. Fee to pleaders.

133.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Fees	...	1,500	...
Total	...	1,500	...

Net reduction ... Rs. 1,500.

CHAPTER X.

25.—Jails.

Central jails.

134. There are five central, twenty-four district, and fifty-eight subsidiary jails in the province. The conversion of many of the district jails into subsidiary jails, and the provision of more central jails would probably lead to an ultimate saving. Thus, of five district jails, if one were enlarged into a central jail and the other four reduced to subsidiary jails, the annual saving, we are told, would be approximately one lakh. We do not know what the cost of converting a district jail into a central jail would be, but, we think, this suggestion might be examined.

Short-term convicts.

135. The total number of convicts admitted to the jails in the year 1921 was 28,217. Of these, 15,455 were sentenced to terms of imprisonment not exceeding three months, and 7,975 to terms not exceeding one month. If this very large number of short sentences could be materially reduced, the interests of economy, and the views of modern penologists, would both be met.

Under-trial prisoners.

136. The number of under-trial prisoners admitted during the year 1921 was 40,127 and the average period of detention was in sessions cases 39·58 days, and in other cases 19·62 days. This is a matter of criminal administration, but it is clear that any measure that would reduce the number of under-trials, and decrease the period of detention would effect economy in the Jails Department. A more speedy disposal of cases, and a greater readiness to grant bail are indicated.

Jail manufacturers.

137. The manufacturing activities of the department are on a considerable scale. In the year 1921, there was a cash earning of nearly Rs. 7 lakhs on an expenditure of Rs. 17½ lakhs. We understand the system of accounts has recently been subjected to independent examination. The greatest need here, we feel, is for a detailed audit to safeguard the proper disposal of so large a sum of money.

CHAPTER XI.

26.—Police.

(a) Bengal Police.

138. The present strength of the force, and its growth during the **Staff**. last nine years, are shown by the following figures:—

		1913-14.	1922-23.
Inspector-General	...	1	1
Deputy Inspectors-General	...	4 + 1°	6 + 1°
Superintendents (including Calcutta Police)	...	44 + 2°	52 + 6°
Assistant superintendents	...	45	52
Deputy superintendents	...	23 + 2°	28 + 2°
Inspectors	...	160	200
Sub-inspectors	...	1,478	1,709
Assistant sub-inspectors and head constables	...	1,756	2,405
Constables	...	13,980	19,037

* Temporary.

139. Apart from the district executive force, which is under the **Organization**, immediate control of five range Deputy Inspectors-General, the other branches comprise the Military Police, River Police, Railway Police, the Criminal Investigation Department, and the Intelligence Branch. The Military Police is under a Commandant, the River and Railway Police have special superintendents in charge under the range Deputy Inspectors-General, and the Criminal Investigation Department and the Intelligence Branch are each under a Deputy Inspector-General. There is also a training college at Sardah under a superintendent. It will simplify our work if we consider the specialized branches first.

140. In addition to the Sardah College there were two constables' **Training** training schools, one at Berhampore and the other at Dacca. The **College**. Berhampore school was closed in January 1922, and it has been decided to close the Dacca school also, transferring the work done there to Sardah. The Sardah College provides training for assistant superintendents of police, deputy superintendents, sub-inspectors, assistant sub-inspectors and constables. The full course for the last two ranks is six months, and for the others eighteen months. The course of instruction is a wide one. It imparts discipline, promotes the physical development of recruits, gives instruction in law, police procedure and methods, and to European officers instruction also in the vernacular. We

regard this as a good institution, and although we have received conflicting evidence as to the benefit of the training, we believe its influence is such that if funds permitted it would be proper to retain it in full. But apart from the training of constables we do not consider the expenditure can be justified in present conditions. The Bombay Government have closed their central training school at Nasik on grounds of economy, and we think this is a direction in which retrenchment can legitimately be made. We do not advocate discontinuing the training of constables because we feel discipline, physical culture, an elementary knowledge of law, and initiation into their duties, are essential for raw recruits, and we believe they can be imparted better and more economically at a central institution. We have recommended that the constables of the Calcutta police should be trained at Sardah. Until financial conditions justify it being re-opened we consider that the college should be closed except for the training of constables. We do not know what staff will be necessary for this, but it should be in the charge of an experienced inspector, or deputy superintendent, and only the minimum staff necessary for efficiency should be retained. The training required by other ranks now attending Sardah may be given in the districts.

River Police.

141. The River Police as a non-investigating force occupies a somewhat peculiar position. It is a preventive force organized to patrol the big rivers of Eastern Bengal to hamper and discourage crime. It is an expensive arm because of the use and maintenance of steam and motor launches. The Ganges and Brahmaputra divisions have already been closed for want of funds, and in addition to the Goalundo and Lohajang stations, the Meghna and Barisal divisions are the only areas now patrolled. We have considered a good deal of evidence regarding the river police and have come to the conclusion that it would be unwise to abolish it altogether. We also think it would deprive it of much of its efficiency if it were placed under the control of the district superintendents of police. Co-ordinated action is possible only under a single control, and the river criminal is no respecter of jurisdictions. But we are of opinion that there is a good case for reducing the strength of the force. We think the stations at Goalundo and Lohajang should be closed, and that a smaller force will suffice for the Meghna and Barisal divisions. Certain launches and floating stations are now laid up owing to the temporary closing of the Ganges and Brahmaputra divisions. We recommend that they be disposed of. In addition we recommend that the normal force employed in the Meghna and Barisal divisions be reduced by one-third forthwith, and that one-third of the launches, floating stations and other craft be laid up. We do not think the effectiveness of the river police will be seriously affected by this reduction, and there will remain a considerable striking force to deal with river crime where the necessity is most urgent.

142. The Railway Police are engaged in somewhat adverse circumstances in dealing with law and order on the railways. The watch and ward staff is provided and paid for by the railway companies. There are three charges under superintendents, one on the East Indian Railway, and two on the Eastern Bengal Railway. On the Eastern Bengal Railway the headquarters are Sealdah and Saidpur, and on the East Indian Railway, Howrah.

143. The bulk of the railway crime investigated consists of minor offences against property as the following figures show:—

			Total cases investigated.	Minor offences against property.
1916	...	...	5,024	3,501
1917	...	...	4,714	3,295
1918	...	...	4,810	3,306
1919	...	...	5,554	4,002
1920	...	...	5,334	3,859
1921	...	...	8,100	6,201

In other words over 70 per cent. of the crime investigated consists of minor offences against property. The result of the investigations into this form of petty crime is as follows:—

	Investigated.	NUMBER OF CASES.	
		Sent up.	Ending in conviction.
1916	3,501	568	502
1917	3,295	539	481
1918	3,306	543	474
1919	4,002	690	604
1920	3,859	654	561
1921	6,201	844	630

Petty crime was exceptionally heavy on the East Indian Railway in 1921.

144. The figures of staff are:—

	East Indian Railway.	Eastern Bengal Railway, Sealdah.	Eastern Bengal Railway, Saidpur.	Railway police staff.
Mileage	653	765	1,022	
Number of police-stations	13	13	18	
Inspectors	7	7	5	
Sub-inspectors	38	28	30	
Sergeants	10	6	4	
Head constables	47	49	52	
Constables	260	300	288	

This includes the special detective force.

Reduction of strength of railway police.

145. We recognize the difficulty of detecting thefts on railways, and we consider it is not necessary to maintain so large an investigating staff for numerous petty offences, not more than one-sixth of which, experience shows, are likely to be detected. Either the police are inefficient, which we do not believe to be the case, or the conditions are such that a larger proportion of detections cannot be expected. We think there is little to be gained by undertaking a large number of fruitless enquiries, and that only those cases that offer some prospect of successful investigation should be taken up. In this view we recommend a reduction of the strength of the railway police by 2 inspectors, 10 sub-inspectors, 15 head constables and 85 constables.

Military Police.

146. We have little to say about the Eastern Frontier Rifles, or Military Police, as they are commonly called. Their sanctioned strength is—

	Indian Officers.	Non-Commissioned Officers.	Buglers and Sepoys.
Headquarters	...	11	45
Hooghly	...	3	15
Buxa Duars	...	2	102

Buxa Duars detachment.

147. The company at Buxa Duars is required, we are informed, to guard the Bhutan frontier and to prevent raiding. We do not regard the cost of discharging either of these duties as a charge on provincial revenues. Further, we are of opinion that there is now no occasion to employ a force of this description for such duties, for we are unable to discover any signs of raids on this frontier in recent years. We recommend that the sanctioned strength of the Military Police be reduced by 2 Indian officers, 10 non-commissioned officers and 102 buglers and sepoys.

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Armed reserve.

148. We are opposed to any increase in the special armed reserve as a result of this recommendation. The armed reserve has increased very considerably in the last 20 years and now stands at over 4,500, with a striking force of nearly 2,000. We think this is sufficient, and if the armed reserve of the Jalpaiguri district, which numbers 217, including a striking force of 110, is to be increased on account of the withdrawal of the company of Military Police from Buxa, we are of opinion that the men should be obtained within the present strength from other districts.

Band of Military Police.

149. The band and pipes of the Military Police must be regarded as a luxury, and in present conditions should be dispensed with.

Intelligence Branch.

150. The Intelligence Branch consists of two bodies, a central branch in Calcutta, and a district organization. It is a temporary force whose strength naturally depends on the political situation.

The proposed strength for 1923 is—

			Central Intelligence Branch.	District Intelligence Branch.
Deputy Inspector-General	...	...	1	
Special superintendent	...	...	1	...
Additional superintendent	...	...	1	1
Deputy superintendents	...	...	2	...
Inspectors	...	...	6	14
Sub-inspectors	...	...	10	27
Assistant sub-inspectors and head constables	...	...	34	...
Constables	...	...	46	82
Clerks	...	...	9	27

151. Having regard to present conditions we consider this staff is susceptible of reduction. We propose that the post of Deputy Inspector-General be abolished, and that the Intelligence Branch be placed directly under the Inspector-General. Of the Central Intelligence staff we would dispense with the two deputy superintendents and reduce the assistant sub-inspectors and head constables to 25 and the constables to 36. We would also abolish the post of special assistant, which we understand is now vacant.

Central
Intelligence
staff.

152. For the district Intelligence Branch we think no separate clerical staff is required, the ordinary staff of the superintendent's office being sufficient. We would also reduce the constables to 68. We think the staff recommended for retention is on the heavy side, and it should be capable of further reduction if the political situation remains as it is. In fact, we are doubtful of the necessity for any special intelligence force in the districts at the present time. Such political work as there is should not be beyond the powers of the ordinary district staff. It is not easy for us to gauge the amount of legitimate intelligence work required by the present political situation, but we feel justified in making the suggestion that a small intelligence force in Calcutta, which would also keep in touch with district superintendents and *mufassal* conditions, is all that is necessary at the present time. It appears to us that the reduction of the staff of the Intelligence Branch since the end of 1918 has not been as rapid as the changed conditions demanded.

District
Intelligence
staff.

153. The Criminal Investigation Department is in the charge of a *Criminal Investigation Department*. Deputy Inspector-General, with an assistant, who is a superintendent and comprises a considerable force, part of which is temporary. The work of the Criminal Investigation Department is to deal with professional crime that is beyond the capacity of the local officers, to investigate, or help in the investigation of, serious and organized crime, and to maintain a central agency adequately equipped with records and served

by selected officers. The Police Commission of 1903 considered it necessary that local officers should be assisted by a central bureau for the collection and distribution of information regarding certain kinds of crime and certain classes of criminals, and by a small staff of trained detectives available to help in investigations when required by the local officers.

**Need for
a central
force.**

154. The Finger Print Bureau, the Photographic Bureau, and the Criminal Intelligence Bureau supply the collecting and distributing agency. It is obvious that this work can be carried out only at a provincial centre. Professional crime, such as, coining, forgery, drugging, swindling by professional swindlers, murder for gain, and mail robberies can be controlled and investigated most effectively by a small central staff of specialized officers. Broadly speaking, this form of crime is the work of criminals with brains and cunning, and requires to be met with the best brains and information of the police force. But we regard dacoity, bad livelihood cases, and criminal tribes as being in a different category. Although they represent organized crime, they are of the bludgeon type, and even if their investigation is lengthy they do not seem to us to warrant a special central staff to deal with them. It appears to us that the centralization of the control of this form of crime under a Deputy Inspector-General in Calcutta, ignores the presence of the range Deputy Inspectors-General one of whose primary functions is the control of crime. There seems little doubt that the present organization must lessen the interest of range Deputy Inspectors-General and local officers in what should be regarded as an important part of their duties.

Staff.

155. The permanent staff of the Criminal Investigation Department now consists of the following officers :—

	Criminal Investiga- tion Department. General.	Finger-print Bureau.	Photographic Bureau.	Criminal Intelligence Bureau.
Deputy Inspector-General	...	1	...	...
Superintendent of Police	...	1	...	...
Deputy superintendents	...	1	1	...
Inspectors	...	24	1	1
Sub-inspectors	...	11	14	5
Assistant sub-inspectors	...	6	...	...
Constables	...	36	...	...

The temporary staff is :—

	Criminal Tribes Act Section.	Dacoity Sec- tion.	Detective Training School.
Deputy superintendent	...	1*	1
Inspectors	...	4	2
Sub-inspectors	...	2	4
Head constable	1
Constables	...	6	6

* Vacant.

156. The figures of crime dealt with by the Criminal Investigation Department for which we consider a small central staff of detectives is required are:—

		1919.	1920.	1921.
Cheating	...	3	4	1
Coining	...	1	...	...
Lurking house-trespass	...	1	1	...
Murder for gain	...	1	7	...
Forgery	...	2	3	1
Note-forgery	...	1	1	1
Robbery	...	1	3	2
Theft	...	1	2	4
Embezzlement	...	1	...	1
Drugging	...	1	...	...
Bogus Company	...	2	1	...
		—	—	—
Total	...	15	22	11
		—	—	—

We think 4 inspectors and 2 sub-inspectors should be ample for this work. We consider a deputy superintendent is not necessary for the Finger Print Bureau, and we would fix the central staff for all purposes at:—

1 superintendent,
7 inspectors,
22 sub-inspectors.

This force should work under the immediate control of the Inspector-General, the post of Deputy Inspector-General, Criminal Investigation Department, being abolished.

157. We are of opinion that dacoities, gang and bad livelihood cases, and criminal tribes work should devolve on the district police, but in view of the protracted nature of the enquiries into some of these cases we would provide each range Deputy Inspector-General with a small Criminal Investigation Department staff, as an addition to the district police, for the control and investigation of crime of this nature. Eight police districts have been provided with separate detective staffs, but we think there is likely to be a waste of man-power by this arrangement and we would prefer to give each range Deputy Inspector-General a small staff which he can dispose of as he considers necessary. For the whole province we would place this force at 20 inspectors, 10 sub-inspectors, and 30 constables.

Range
C. I. D.
force.

Detective training school.

158. The Detective Training School at Howrah costs approximately Rs. 32,000 in recurring expenditure. We have been told it can be closed without any serious loss of efficiency, and we recommend that this be done.

Reduction of posts.

159. Our recommendations involve the abolition of the following posts in the Criminal Investigation Department in addition to the Detective Training School:—

- 1 Deputy Inspector-General,
- 4 deputy superintendents,
- 9 inspectors,
- 5 sub-inspectors,
- 6 assistant sub-inspectors,
- 15 constables,

and also the whole of the special detective staffs in the districts excluding the railways. There will also be a substantial reduction of clerical staff. We think it unnecessary that the staff retained in Calcutta should be housed in an expensive part of the city.

Crime and strength of police in districts.

160. We come now to the district police, and we begin with two statements, one of crime, and the other of the number of police-stations and the strength of the investigating and court staff for the last 10 years.

Statement of crime.

		Number of cognizable cases reported.	Number of such cases investigated.	Number of such cases sent up for trial.	Number of such cases ending in conviction.
1912	...	80,780	73,129	24,877	22,118
1913	...	82,375	78,483	25,405	22,628
1914	...	83,698	80,907	26,819	24,215
1915	...	100,002	93,056	30,207	27,408
1916	...	99,593	90,219	28,843	26,015
1917	...	99,729	82,722	27,882	25,056
1918	...	96,001	80,581	26,416	23,688
1919	...	107,292	87,481	30,358	27,278
1920	...	102,984	84,060	28,991	26,084
1921	...	93,636	78,074	24,872	22,243
Average for ten years	...	94,609	82,871	27,447	24,673

Statement showing the number of police-stations and the sanctioned strength of the investigating and court staff.

Year.	Inspectors.	Sub-Inspectors.	Sergeants.	Head constables.	Constables.	Number of police-stations.
1912	189	1,490	21	1,603	11,800 453
1913	193	1,507	23	1,663	12,387 468
1914	196	1,513	25	1,725	12,841 582
1915	196	1,521	25	1,740	12,912 656
1916	197	1,510	25	1,755	12,764 653
1917	203	1,558	34	1,895	13,392 670
1918	210	1,581	34	1,911	13,255 680
1919	210	1,584	34	1,915	14,194 685
1920	209	1,584	34	1,968 ^a	14,561 688
1921	209	1,589	35	1,998 ^a	14,798 688
Increase Number	...	20	99	14	395	2,998 235
	Percentage	10·5	6·6	66·6	24·6	25·4	51·8

* Including assistant sub-inspectors.

161. Our first proposal, which has received a large amount of support, both official and non-official, is that police-stations should be amalgamated so as to approximate to the number of stations in 1912. We recognize that this proposal will be unpopular with that section of the public who have been given an added sense of security in recent years by the opening of new police-stations near to their homes. But it is impossible to effect substantial economy without diminishing to some extent the capacity to render service. And if economy is necessary, as it undoubtedly is, the convenience of the individual must be subordinated to the public good. As a matter of fact we do not believe our recommendation will lead to any real decline in the prevention and detection of crime. Serious crime will continue to be reported as before, and a falling off in the reporting of petty crime will do no real harm. The figures of crime and staff cited by us cover a period rendered exceptional by the war, and by the non-co-operation movement, but we have not attempted to deal with conditions prior to 1912 because of the confusion caused by the alteration of provincial boundaries.

Amalgamation of police-stations.

162. It is possible to argue almost anything from statistics, and each person will put his own interpretation on the figures we have of staff.

quoted. But the large increase in the number of police-stations was made in the year 1914 and 1915, and its effect may be taken to have been felt in 1915 and succeeding years. The figures show, by comparing the averages of 1912, 1913 and 1914, with those of the later seven years that, whereas after the increase in the number of police-stations the number of cases reported increased by roughly 17,500 and the number of investigations by 7,500, the number of cases sent up and the number ending in conviction increased by about 2,500 each. The average percentages of cases sent up and of cases ending in conviction to cases reported for the whole period of ten years are 29 and 26, respectively. Of the additional cases reported in 1915 and later years, however, the percentage is only 14 in each case. Quite apart from the capital cost of buildings the extra staff employed to deal with this crime numbers 3,747, excluding sergeants, involving an additional annual charge at present rates of Rs. 11,41,500. On the whole we consider there is ample justification for saving this additional cost, and we recommend it be done, by the abolition of posts equal in number to those created since 1912.

Disposal of surplus police stations.

163. By this proposal over 200 police-stations will become surplus to requirements. It will probably be possible to select for retention the stations with the best accommodation. The remainder may be sold, or made over to local bodies for use as schools or dispensaries.

Circle Inspectors.

164. In addition to the 20 posts of inspectors to be abolished by a reversion to the 1912 position, we recommend the abolition of a further 38 posts of circle inspector. We have, in fact, received weighty evidence in favour of the abolition of the whole of the circle inspectorate, but while we are in favour of its reduction to the extent we have indicated we are opposed to more drastic action. We consider that for a long time to come the inspector will be the pivot of police administration. A general improvement in the force during the last fifteen or twenty years is undoubtedly, but we think the average sub-inspector still requires continual help and supervision, and that the circle inspector is indispensable in present conditions.

Deputy superintendents.

165. The post of deputy superintendent was created by the Police Commission of 1903. It was intended as a measure that would secure an increased Indian representation in the higher ranks of the police, and would provide for posts which, in the opinion of the Commission, required an officer of the calibre of an assistant superintendent. The number of assistant superintendents was limited by the needs of the cadre of the Imperial Police, and the post of deputy superintendent was created to fill the balance of the posts that the Commission considered required an officer of the assistant superintendent type. There was also a suggestion by the Commission that specially competent deputy superintendents might be promoted in time to district rank.

166. The cadre of deputy superintendent consists partly of promoted inspectors, and partly of direct recruits. The work of a deputy superintendent is not easily distinguished from that of an assistant superintendent or a senior inspector, and there seems to us to be considerable overlapping between the work of these three classes of officers. There has also been a substantial improvement in the quality of the force since 1903, and we believe that selected inspectors could now perform satisfactorily all the duties of deputy superintendents. If this view is correct the present position is not easy to justify. Inspectors are paid Rs. 175—Rs. 300 and deputy superintendents Rs. 200—Rs. 700; an apparent instance of an unnecessarily expensive agency. In this view we should have felt obliged to recommend the abolition of the post of deputy superintendent. But we are faced with the question of the further Indianization of the police, and we feel that when an advance is made it should be by allotting to a provincial police service, like that of the deputy superintendents, a certain number of posts now reserved for Imperial officers. Our position would be easier if we saw any definite indications of this being done. The number of deputy superintendents has been increased, but so has the number of assistant superintendents. We are of opinion that the position needs to be re-examined. We would welcome the cadre of deputy superintendents as a means to a reasonable degree of Indianization, but in that case we would require a substantial decrease in the number of assistant superintendents. This course would be in accord with our general views on Indianization, and we recommend that a beginning be made by placing deputy superintendents in charge of some of the smaller districts. If that is not done, however, we would recommend the abolition of the entire cadre, because we feel that, judged from the standpoint of present work, selected inspectors would be an equally satisfactory and a less expensive agency.

167. Except where it is wholly unavoidable we are against the employment of additional superintendents of police. The theory of "subordinate alliance" is not very satisfactory in practice, and we consider an assistant or deputy superintendent would be preferable and less expensive. So long as the districts of the 24-Parganas, Midnapore and Mymensingh are their present size, they may require an additional superintendent each, but elsewhere we would dispense with them.

168. A subdivision should normally be an inspector's charge, but there are some subdivisions which by reason of their size or because they contain an urban population should be in the charge of an assistant or deputy superintendent. We wish to add that we should like to see gazetted rank given to inspectors in charge of subdivisions.

169. The bulk of the evidence we have received is definitely against the retention of the post of range Deputy Inspector-General. We have given this matter our best consideration and our conclusion is that the total abolition of this post would be a mistake. We are in sympathy

**Replacement
of assistant
superinten-
dents
by deputy
superinten-
dents.**

**Additional
superinten-
dents.**

**Subdivisional
charge.**

**Range
Deputy
Inspectore-
General.**

with much that has been said against its continuance for we feel that the range Deputy Inspector-General has become too much of a post office, and is too immersed in administrative detail. We recommend the delegation of the less important functions and powers of range Deputy Inspectors-General to superintendents. But when all possible delegation has been made there will remain important work which can be done only by Deputy Inspectors-General or by the Inspector-General. We are opposed to any increase in the work of the Inspector-General's office: we think on grounds of efficiency as well as economy that further centralization would be unfortunate. On the other hand we think it should be considered if some delegation cannot be made by the Inspector-General to his Range Deputy Inspectors-General. We recognize the value of inspection and supervision, but it is not for these that we think it is essential to retain Deputy Inspectors-General. We think they are required for the control of crime. The proposals we have made involve a material reduction of the strength of the district police force, and to a certain extent the margin of security is thereby lessened. This will necessitate a more economical use of man-power, and a closer vigilance over crime. We have already suggested that each range Deputy Inspector-General should have at his disposal a small force to supplement the ordinary district staffs in dealing with organized crime such as dacoity. When things go wrong over a wide area prompt and vigorous action is required by an officer above the district superintendent, so that the reserves may be effectively used, and staff withdrawn from quiet areas to where it is most needed. This, it has been suggested, should be done by the Inspector-General, but we think it is necessary to remember the area and population with which the police have to deal, and we regard it as impossible for the Inspector-General to have the immediate and detailed knowledge of local conditions that is so important for prompt and effective action. Moreover large outbreaks of organized crime or serious disturbances cannot be quelled by communications issued from headquarters, but only by a directing hand on the spot. And, manifestly, it would be impossible for the Inspector-General in his own person to be both at Chittagong, and the mill area of the Hooghly district if disturbances occurred at those places simultaneously. In short, we regard this as a matter of security. There are some matters in which action can be deferred, or even neglected, without serious consequences, but lawlessness is not one of them. It would doubtless be reprehensible to delay seriously the disposal of revenue appeals, and to do so would offend against the canons of official responsibility no less than to remain inactive in the face of a widespread outbreak of dacoity. But the consequences to the public in the one case would be altogether different from the consequences in the other. These, in brief, are our reasons for retaining the post of range Deputy Inspector-General. We are of opinion that three range Deputy Inspectors-General are sufficient, one in the east, one in the west, and one in the north of the

province. We recommend that the frequency of their inspections and the volume of their other duties should be so regulated as to enable them to be real deputies to the Inspector-General in the control of crime and the maintenance of an efficient, honest, and well disciplined force. The remaining two posts we would abolish.

170. We have already suggested that an attempt should be made to delegate some of the powers of the Inspector-General to the Deputy Inspectors-General and we consider that there are grounds for investigating the need for the large staff employed in the Inspector-General's office. We accept the departmental evidence that one post of assistant Inspector-General can be abolished.

Inspectors-General's office.

171. As in the case of the Calcutta police we recommend that all special duty allowances attached to the Intelligence Branch, and the Criminal Investigation Department be discontinued.

Duty allowances.

172.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
Police training school	Rs. 2,20,000	Rs. ...	Rs. ...
River police	Rs. 2,00,000	Rs. ...	Rs. ...
Railway police	Rs. 52,000	Rs. ...	Rs. ...
Military police	Rs. 29,000	Rs. ...	Rs. ...
Band of military police	Rs. 2,400	Rs. ...	Rs. ...
Intelligence Branch	Rs. 6,12,000	Rs. ...	Rs. ...
Criminal Investigation Department			
District force	Rs. 11,41,500	Rs. ...	Rs. ...
Assistant or deputy superintendents	Rs. 50,000	Rs. ...	Rs. ...
Additional superintendents	Rs. 60,600	Rs. ...	Rs. ...
Circle inspectors	Rs. 1,50,000	Rs. ...	Rs. ...
Range Deputy Inspectors-General	Rs. 84,000	Rs. ...	Rs. ...
Assistant Inspector-General	Rs. 17,300	Rs. ...	Rs. ...
Allowances	Rs. 10,000	Rs. ...	Rs. ...
Total	Rs. 26,28,800	Rs. ...	Rs. ...
Net reduction	... Rs. 26,28,800		

(b) Calcutta Police.

Cost and strength of force.

173. The sanctioned expenditure for the Calcutta police is in the neighbourhood of Rs. 32 lakhs. The force which is about 5,500 strong is controlled by a Commissioner, 7 deputy commissioners, and 13 assistant commissioners.

Organization.

174. The jurisdiction of the Calcutta police comprises the High Court jurisdiction, or the city proper, and also the suburbs, the total area being approximately 30 square miles. The investigation of crime is dealt with by four deputy commissioners, one for each of the northern and southern divisions, one in charge of the detective department, and one attached to the special branch. The special branch deals with political crime, the detective branch with non-political professional crime, while ordinary crime as well as patrol is divided between the northern and southern divisions, each division including town and suburbs.

Proposed reorganization.

175. Our recommendations, which have the unanimous support of the witnesses we have examined, are that the investigation of crime within the jurisdiction of the High Court should be under the control of one deputy commissioner and that the investigating force for that area and the detective department should be amalgamated. The patrol work in this area could be divided between the deputy commissioners in charge of the Port police and the Public Vehicles Department. One deputy commissioner would be required for both investigation and patrol in the suburban area. We consider this arrangement will make for efficiency, for it will bring the majority of the serious crime of the city under the deputy commissioner in charge of the detective department. It will also avoid the duplicate procedure of town and suburbs which the northern and southern divisions now have to follow.

Reduction of reporting centres.

176. We consider it desirable that the number of reporting centres both in the town and the suburbs should be reduced. The fact that over Rs. 4½ lakhs is now spent annually in rent, rates, and taxes for police buildings in Calcutta shows the need for economy, and the importance of a building programme. There are twelve reporting centres in the High Court jurisdiction, with two outposts to each.

We think five reporting centres would be sufficient for this area, and we suggest the following :—

Present reporting centres.	Proposed reporting centres.
Hare Street	}
Bowbazar	...
Burrabazar	...
Sukeas Street	...
Jorasanko	...
	... Lalbazar.
	... One near Central Avenue,

Present reporting centres.		Proposed reporting centres.
Jorabagan	}	
Burtolla		... One near Beadon Street.
Shampukur	}	
Taltollah	}	
Park Street		... Taltollah.
Muchipara	}	
Hastings	...	... Hastings.

These proposals would relieve the revenues immediately of some heavy items of rent, and ultimately of a large sum. We consider it most important that the present extravagance in the matter of buildings should cease. This can only be done by reducing the buildings to the smallest number compatible with good administration and by erecting suitable Government buildings. If necessary, we think a loan should be taken forthwith for this purpose.

177. We also recommend a decrease in the number of thanas in the suburban area. Our suggestions are shown below:—

Present stations.		Proposed stations.
Cossipur	}	
Chitpur		... Chitpur.
Maniktala	}	
Belliaghatta		... Belliaghatta.
Entally	}	
Beniapukur	... सत्यमंजयने	... Entally.

Further examination would probably disclose other instances where amalgamation is possible. Although the question is not so urgent here as in the city proper, it would be wise to extend the building programme into the suburbs also, when funds permit. Land and accommodation that can be obtained cheaply now may increase greatly in value in a few years' time. The town area, however, is the serious problem and in our opinion should be tackled at once.

178. We consider there is much scope for economy in patrols. Patrol posts should be reduced and concentrated. This again will involve building, but it will make for economy in the end. We have good authority for saying that by reorganizing the beats, and making use of motor transport for the reserve at headquarters, a reduction could be made of 500 patrol constables, and a corresponding number of sergeants.

**Need for
concentra-
tion.**

179. The Calcutta police force is too large and too scattered. The police force of Glasgow numbers 2,000, and it should not be necessary to maintain a force of more than two and a half times that number for Calcutta. We have not up-to-date figures of the police forces of Bombay and Madras cities, but those that are available show that in reference to area and population the Calcutta staff is the highest. The remedy, we believe, is in a scheme of concentration such as we have indicated. It is not possible for us to go into details, the scheme will have to be worked out, and in doing so it is important to remember that every superfluous officer and man costs, in addition to his pay, a large recurring sum for accommodation, kit and supervision. The building programme we have advocated will not increase expenditure, for the amount now spent in rent alone would provide the interest and sinking fund for a loan of half a crore of rupees.

**Reduction
of staff.**

180. In the city proper our proposals will enable 4 inspectors and 12 sub-inspectors to be dispensed with at once from the investigating staff, and a much larger reduction will be possible when the scheme is fully worked. Some reduction will also be possible in the suburban area. The patrol force should be reduced as we have already indicated, and considerable saving could be effected by using motor transport freely for escort work. In addition to one post of deputy commissioner, which, by our proposals becomes necessary, we think the number of assistant commissioners can also be reduced. We would allow two assistant commissioners for the jurisdiction of the High Court—one for investigation and one for patrol. One assistant commissioner for both investigation and patrol should suffice for the suburban area. An assistant commissioner for the Goonda Department we regard as unnecessary. In superior staff, therefore, our recommendation so far is that the posts of one deputy commissioner and three assistant commissioners should be abolished.

**Further
recommendations.**

181. Under the Criminal Procedure Code the Calcutta police have no power to refuse to investigate. This must entail much unnecessary work, and we accept the general opinion that the law should be modified in this respect. We regard the Goonda Bill now under consideration as a measure that will lead to a diminution in crime and when it has passed into law, and the Calcutta police have power to refuse investigation, the volume of work to be dealt with by the investigation staff should materially decrease. There should then be a corresponding decrease in personnel not only under investigation but also under patrol.

**Special
branch.**

182. In view of present conditions we recommend a reduction of the staff of the special branch by one-third, and the abolition of the post of deputy commissioner in charge. Except when political crime is widespread and serious we consider the special branch should be under the direct control of the Commissioner of Police. The official evidence supports this view.

183. We have proposed that the deputy commissioner in charge of Port police, the Port police should assume responsibility for part of the patrol of the city proper. Although we think the work of this branch is light, we see advantages in retaining an officer of the rank of deputy commissioner at its head. We think, however, that the post of the assistant commissioner, Port police, should be abolished. The first division Port police station may be dispensed with. Two River police stations are ample. We also consider that it must be more economical and not less efficient if motor boats were substituted for at least two of the three patrol steam launches. Sanction still remains for 6 head constables and 42 constables for the dockyard, although only about 6 men are employed. The sanction might be revised, as it offers an unnecessary temptation in the matter of reappropriation.

184. The Port Commissioners bear 7/10ths of the costs of the Port police; the remaining 3/10ths being a charge on provincial revenues. We have enquired what advantages accrue to the local Government from the employment of this force. Apart from general advantages, it appears that only particular use made of the Port police outside their normal functions is as guards on special occasions when the streets have to be lined, or as reserves in special emergencies. It is clearly impossible to estimate the value of these services with any approach to accuracy, but it has been suggested to us that a more suitable arrangement would be one by which the Port Commissioners pay 4/5ths of the cost and the Government 1/5th. We think this is a matter that might be examined.

185. We consider that in the present state of provincial finances the Training College should be abolished. Constables can receive training at Sardah which we propose should be retained in part.

186. We do not think it is necessary to employ an assistant commissioner for the Arms Act work, as well as an assistant commissioner for headquarters. We would retain the latter and place an inspector under his control in charge of the arms work.

187. The Public Vehicles Department does not require two assistant commissioners. We consider the hackney carriage work can be done by an inspector.

188. We, accordingly, recommend the following superior staff in addition to the Commissioner:

- 1 deputy commissioner for investigation in the city proper,
- 1 deputy commissioner for investigation and patrol in the suburban area,
- 1 deputy commissioner for the Port police, and patrol,
- 1 deputy commissioner for the Public Vehicles Department, and patrol,
- 1 deputy commissioner for headquarters,

2 assistant commissioners for the city proper,
 1 assistant commissioner for the suburban area,
 1 assistant commissioner for the Special Branch,
 1 assistant commissioner for the Public Vehicles Department,
 1 assistant commissioner for headquarters,

making a total of 5 deputy commissioners, and 6 assistant commissioners.

Allowances.

189. It follows from our proposals to amalgamate the detective department and the investigating staff in the city proper that the joint staff will be engaged in the single duty of investigation. The allowances now given to the officers and men of the detective department will then be without justification and should be withdrawn. We have been advised that all special (duty) allowances now given to the various branches of the force should be done away with, and we recommend that this be done forthwith.

Clothing.

190. The charges on account of kit are heavy. The lower ranks have always been supplied with free clothing, and from the 1st April 1921 this privilege was extended to inspectors and sub-inspectors. It was from the same date that their pay was increased. Excluding the Port police the expenditure for the last three years has been:—

	Rs.
1919-20	... 1,05,726
1920-21	... 1,61,904
1921-22	... 2,73,238

We understand that no tenders are called for and no regular contract is entered into. The contractor furnishes rates half-yearly which are approved. The increase in cost, notwithstanding the decline in rates, is explained by the fact that better clothing is obtained. We consider there is extravagance here, and we propose a reduction of 25 per cent. In future, tenders should be called for. It has been urged that the whole of the investigating staff within the jurisdiction of the High Court should be in mufti. We recommend this on grounds both of efficiency and economy. It will result in a substantial saving in kit. The special branch is another branch that can work better in mufti.

Pay.

191. The average pay in the Calcutta police is on the average higher than in the Bengal police, as the following figures show:—

	AVERAGE PER MONTH.	
	Calcutta Police.	Bengal Police.
Inspectors ...	281	231
Sub-inspectors ...	172	102
Assistant sub-inspectors ...	39	30
Head constables ...	29	27
Constables ...	19	18

We have been informed that the higher rates in Calcutta are justified by the greater temptations that officers have to face. The cost of living is higher in Calcutta than in the *mufassal*, but on the other hand there is abundant evidence that officers prefer Calcutta on account of its educational and general facilities. Calcutta inspectors and sub-inspectors are kept supplied with kit, a benefit which the corresponding ranks in the *mufassal* do not receive, and the residential difficulty in Calcutta is met by the grant of generous house allowances. We are doubtful if the disparity of pay of inspectors can be justified on the grounds put forward, but we are agreed that in the case of sub-inspectors a case for an additional Rs. 70 per mensem for the Calcutta officer has not been made out. We consider that the former scale of Rs. 125—5/2—175 should be reverted to for sub-inspectors.

192. Excluding the armed police there are 56 inspectors, or double the number employed in 1918-19. We have been informed that this large increase was made in order to provide a career for the officers of the force. The figures are:—

	1913-1914.	1918-19.	1922-23.
Inspectors ...	28	27	56
Sub-inspectors ...	81	109	110
Sergeants ...	115	121	152

We think the increase has been too generous and that the number of inspectors should not exceed 15 per cent. of the combined strength of sub-inspectors and sergeants.

193. We understand the Hackney Carriage branch of the Public Vehicles Department does not pay its way. We think it should, by a decrease of staff.

194. We have considered a statement supplied by the Commissioner of Police giving the rents paid for buildings hired as residences for officers. The rates appear to vary considerably in all grades, and on the whole seem to be extravagant. We do not think the present system makes for economy. An officer, as a rule, finds his own accommodation, which he knows Government will pay for if the demand is not unreasonably high. Within the limit of what he thinks Government is likely to agree to pay, there is no incentive to an officer to select accommodation not unduly large, and not excessively costly, and if the amount of rent demanded is questioned, he can fall back on the strong position that he is unable to find anything suitable at a more moderate charge. Another objection to the present system is that once an unduly high rent is allowed to a particular officer it affords an embarrassing precedent which other officers are not slow to avail themselves of. Further, the fact that Government are paying, acts, we believe, as an incentive to landlords to raise their rents. We recommend that for each grade a maximum be fixed, and that if an officer wishes to occupy a more expensive

Inspectors.

Hackney carriages.

Rent of residential buildings.

residence he should supply the balance himself. The maxima, we propose, are as follows:—

Sub-inspectors—

Rs. 35 for the first 10 years.

Rs. 40 after 10 years.

Inspectors—

Rs. 50 for the first 10 years.

Rs. 60 after 10 years.

Sergeants—

Rs. 60 for the first 10 years.

Rs. 75 after 10 years.

Assistant commissioners—

Rs. 100.

Deputy commissioners—

Rs. 250, with a maximum of Rs. 200 in the case of an unmarried officer.

Where a building is rented for both residential and office purposes, a fair valuation should be made of the office accommodation.

195.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Deputy commissioners	... 42,400	...	...
Assistant commissioners	... 89,100	...	...
Rent of stations	... 46,800	...	...
Patrol force	... 1,58,000	...	...
Investigating staff	... 57,700	...	...
Special branch	... 35,300	...	...
Port police	... 42,900	...	...
Training college	... 32,000	...	...
Allowances	... 76,800	...	...
Clothing	... 90,000	...	...
Pay of sub-inspectors	... 32,400	...	...
Inspectors	... 85,100	...	...
Residential house rent ...	... 25,000	...	...
Total	... 8,13,500	...	...
Net reduction	... Rs. 8,13,500		

CHAPTER XII.

(a) 31.—Education (transferred).

196. The evidence received by us is unanimous in condemning guru-training schools. These schools, intended to train primary school teachers, are represented as being thoroughly inefficient, and a waste of public money. This applies with particular force to the old type of school, but the more modern type appears to be little better, and we are satisfied that the expenditure on these schools cannot be justified. We recommend that all guru-training schools as now maintained be abolished. The average guru is of such humble attainments and capacity as to make him impervious to training, and the teachers in whose hands his training rests are scarcely better equipped. About 1,500 gurus are "trained" under this system every year, at which rate of progress it would take 40 years to cover the present number of primary school teachers in the province. The reward of the training is the prospect of increased emoluments to the extent of a rupee or two a month, and it is not surprising that many gurus after passing through the schools become deed-writers, or follow other occupations. We are assured that the difference in efficiency between the average trained and the average untrained guru is negligible, and we are convinced that the present system does no practical good.

197. We are not averse from the training of primary teachers, but the first essential that the material to be trained should be capable of benefiting by the training is now absent, and it is not likely to be secured until the profession of primary school teachers is made more attractive from the pecuniary point of view. When the pay of primary teachers can be raised sufficiently to attract a better class of man, there may be value in subjecting them to a course of training at the hands of competent teachers. But so long as the material is not appreciably better than it is now, we consider there is nothing to be gained by attempting to train it.

198. Our attention has been directed to the large number of sub-inspectors and assistant sub-inspectors whose sole duty is to inspect elementary schools. There are 295 of these officers, for the most part junior graduates, whose knowledge of teaching and inspection, we are informed, is slight. This number is exclusive of the inspecting staff employed by District Boards. Each Government sub-inspector is in charge of a circle within which his work lies. From the nature of his duties he is mainly a touring officer, but he has to devote a good deal of time to the preparation of statistics in respect of the schools under his

charge. It is he too, who, as the result of his inspections, makes recommendations for the continuance, reduction, or increase of the grants-in-aid. As there are 40,000 primary schools in the province, the attention given to each in the course of a year cannot be very considerable. We have no difficulty in accepting the evidence given to us that the meticulous attempts of the inspecting staff to differentiate between good, bad, and indifferent schools is an unnecessary and wasteful process. The average primary school teacher has miserable qualifications, and subsists on a pittance of Rs. 10 to Rs. 12 a month. Having subjected a small number of them to a training they are unable to assimilate, they, as well as the untrained, are followed up in their schools by sub-inspectors, on a pay of Rs. 75—5—200, who, by their occasional visits, are supposed to encourage, inspect, and direct the course of primary education. The disparity between the pay of the teacher and the inspecting officer seems to us to be eloquent of the futility of the present system. It is through the teacher that the instruction is given, and it is the quality of the teacher and of the school that determines the progress of the pupils and the advancement of education. Improvement can come only from within the school itself, from better pay and prospects for the teacher, from better accommodation and equipment. It is idle to starve the machine, and seek to make good its deficiencies by pressure from without in the shape of a Government inspecting agency. This agency has been described to us in the following words:—"Theoretically sub-inspectors supervise schools, help with advice from their greater knowledge, and generally stimulate improvement and expansion. In practice they do little of the kind: they visit schools in a routine way, write short reports, and collect returns for the district inspectors on the basis of which District Boards distribute grants. They seldom have any knowledge of or interest in primary education; their social and educational traditions are remote from primary education, they are inexperienced graduates, often in Philosophy or Sanskrit, who obtain sub-inspectorships merely as an entrance into Government service." We are satisfied that the primary school teacher is so humbly qualified that an occasional inspection once or twice a year by the present type of sub-inspector can have no effect on him, his methods, his outlook, or his school. We, therefore, recommend the complete abolition of the sub-inspectorate.

**Responsibility
for primary
education
to rest
with local
bodies.**

199. We think that the advancement of primary education and the inspection of the schools must be left in the main to local bodies; to Municipalities, District and Local Boards, and Union Boards where these exist. Under the Self-Government Acts, Municipalities and District Boards now have responsibilities in this matter, and we think that advance should be made in the direction of increasing their interest and responsibility. The need is to trust more to the local body, the village, and the guru, and to improve the pay of the guru in order to attract a better class of man. If it is urged that local bodies and local interest will

prove inadequate to stimulate improvement and expansion, our answer is that they should be given a trial, and that it is useless to attempt to impose on the mass of the people a system of education with which they are not prepared to identify themselves. We believe that the villagers and the local bodies will take an increasing interest in primary education when the responsibility is handed on to them.

200. In present conditions we feel that there is no need for any but the most general inspection, and we would do away with the reports and statistics that have grown up with an official inspecting agency. If inspection in any area is thought necessary the local body can provide it. Where a school exists a grant should be given, but there is nothing to be gained by employing an expensive agency to decide if its grant should be eight annas more or less. We think that the results of periodical and uniformly conducted examinations might be accepted as a partial index of the efficiency of schools, but other considerations will also have to be taken into account in distributing grants. We wish to emphasize our opinion that there is no room for fine distinctions as between school and school, and no need for an agency that claims to detect them.

201. We recommend that there should be district and subdivisional inspectors at the headquarters and subdivisions of every district who should be the advisers of the local bodies in all educational matters. If in exceptional circumstances further Government aid is required it should be possible to appoint an officer of the class of the subdivisional inspector until the temporary need has been met, but such instances should be rare. We are opposed to the employment of the present sub-inspector type at all.

202. We think much good would result if circle officers and other responsible Government officials were to co-operate with the local people and the local bodies by visiting primary schools occasionally and by encouraging local interest and effort. We believe that once the responsibility is placed on the local people ample supervision and inspection, both official and non-official, will be secured. •

203. We think that primary schools entirely supported by Government should be made over to the local bodies, and should be converted into aided schools. We include in this Muhammadan elementary schools.

204. We have considered the need for the normal or first grade training schools of which there are five, one in each division. Their function is to train teachers for middle schools, and for junior posts in high schools. In the past they have done good work, but the introduction of the rule that teachers in Government high schools are to be graduates has made the normal schools less attractive. We are told that for some time past their utility has decreased, and that they now cater for a small number of middle school teachers. We are informed that two

**Inspection
of primary
schools.**

**District
and sub-
divisional
inspectors.**

**Co-operation
of other
Government
officials.**

**Deprovincial-
ization
of primary
schools.**

**Normal
schools.**

of the schools—at Calcutta and Rangpur—are so badly housed that without a large expenditure, for which no adequate return can be expected, they could not be made efficient institutions. We shall have some further observations to make on the training of teachers when we come to training colleges, and for the present it will be sufficient to say that in our view the expenditure on these schools is not justified in present conditions.

**Government
high schools
for boys.**

205. We come to high schools for boys, of which there are 887 in the province. They may be classified as follows:—

Government	...	41
Local bodies	...	4
Aided	...	340
Unaided	...	502

The cost to provincial revenues of the 41 Government schools is Rs. 11,20,000, whereas the grants to aided schools amount to about Rs. 8,00,000. Government high schools were intended to be pioneers, models and inspirers. The figures show that they have done their work well as pioneers, but except in a few cases they are no longer models, and they have ceased to inspire. Some of the Government schools are no doubt the best in the province, but they are not at all superior to some of the aided schools. They are costly to erect and to maintain, and we consider that the object they set out to achieve has been accomplished. Government example is no longer necessary to stimulate high school education; what is now required is greater assistance to the efforts of the community by grants-in-aid. A fairly typical instance of a Government high school has been brought to our notice. The expenditure is Rs. 28,000, receipts from fees amount to Rs. 9,000 and it caters for 300 boys. Not far away are schools of 500 or 600 boys, equally efficient institutions, more appreciated, and either unaided or in receipt of a monthly grant of Rs. 100 to Rs. 200. The Government school costs Rs. 17,000 annually, excluding the cost of maintenance of the building. An aided school of nearly double the size in the same neighbourhood receives less than one-seventh of this amount from public funds. We recommend that all Government high schools for boys be deprovincialized. The buildings may be made over to local bodies, or local committees who are prepared to maintain an aided high school. Where trusts have been created special arrangements may be necessary before Government can relinquish their responsibility, but a solution will doubtless be found in the direction we have indicated.

**High schools
for girls.**

206. In the case of girls' high schools we feel differently. Here Government, we think, must for many years be the pioneer, and we would retain the four Government high schools for girls.

**Middle
schools.**

207. We would deal with middle schools in the same way as with high schools. Out of 1,695 middle schools for boys only 6 are Government schools, while 1,104 are aided.

208. There are two training colleges for the training of graduates for high school and inspection work, one in Calcutta and the other in Dacca. It has been suggested that these colleges, which are a survival of Eastern and Western Bengal separation, might be combined into a single college, preferably at Dacca. We are doubtful if the advantages derived from the training are worth the expenditure. Though training is generally advisable, it is not necessary to assume that there cannot be good teaching without training. A teacher's prime qualification is his own education; and training should enable him to impart his knowledge to others more easily and abundantly. But many teachers are good teachers by nature and common sense, and a trained teacher is not always a good teacher. In a community educationally backward, attention to training will do something, but with limited resources a general improvement of education will do more than training to improve the standard of teaching. At the present time money that is badly needed to advance general education is diverted to the technical training of a select few. We understand that the higher pay given to the comparatively few teachers who have passed through the training colleges is a source of irritation to untrained teachers of equal or greater ability. On the whole we feel that the case for the retention of even one training college is too weak to receive our support, and we recommend the abolition of both colleges.

209. We have given careful consideration to the question of Government arts colleges. We do not wish to make any recommendations in regard to colleges for women beyond suggesting that there should be a departmental scrutiny of their expenditure. As regards the rest we think the heavy expenditure incurred by Government is not warranted. It amounts to about Rs. 10 lakhs a year after deducting receipts in the form of fees and endowments. It is recognized that Government colleges are not on the same footing as Government secondary schools. In secondary education Government is no longer a pioneer, its direct example is not necessary, private enterprise has passed it in numbers, and often in efficiency, and its schools have become prohibitively expensive. This is not the case with university education; and although we adhere to the view that all educational institutions should in time be freed from direct Government control, we consider that there are good reasons for the maintenance at public expense of one arts college of unquestioned reputation and efficiency. It will be required for some years to come to set good standards of work apart from university requirements, to resist the tendency to lower university education in Bengal, and to maintain a link, which we feel to be essential, with the educational traditions of Britain by introducing highly qualified Englishmen for certain posts. One Government college, to serve the province as a whole, and not any particular locality would, we believe, be sufficient.

**Retention
of one
Government
arts
college.**

210. The Presidency College by its traditions, efficiency and equipment is the foremost college in the province and is the Government college that should be retained. We recommend that all other Government arts colleges should be deprovincialized. This course appears to us to be sound not only as a measure of economy, but in the interests of education. The education given in seven Government arts colleges costs the taxpayer roughly Rs. 10 lakhs, a commodity costing over Rs. 13 lakhs in the first instance being sold for a little over 3 lakhs in the shape of fees and endowments. On the other hand there are 17 non-Government arts colleges which receive grants to the extent of only Rs. 3 lakhs. It is clear that from the point of view of the taxpayer Government colleges are bad business. It also seems clear that in the interests of education itself it is bad to tie up so large a sum as Rs. 10 lakhs in a few Government institutions which are on the whole no more efficient than well conducted non-Government colleges. Some doubts have been expressed as to the wisdom of deprovincializing the Calcutta Madrassa and the Sanskrit College. We consider that such special benefits as are now offered by these institutions can be arranged for at other non-Government institutions or at the Presidency College, and that no exception should be made in their favour.

**Presidency
College.**

211. In the case of the Presidency College itself we think there is room for economy and that its staff requires to be overhauled. It has been suggested that the whole-time post of Steward is not necessary, but we prefer to leave details to departmental action, and to indicate broadly the lines on which economies may be effected:—

(1) The staff appears to be excessive for the amount of work it has to do, and the hours of work are very light in some instances. This is a matter that is regulated by the University of Calcutta, but it should be possible to come to an understanding with that authority, and by a reorganization to effect a reduction of the teaching staff without any loss of efficiency.

(2) The post-graduate arrangements of the University are supported by the services of the staffs of Government colleges without an adequate return to Government. This requires examination, for it appears that because of the part it takes in post-graduate work the Presidency College staff is maintained at greater strength than would otherwise be necessary.

(3) There are 14 I.E.S. posts in the Presidency College, but in our opinion there are only six of such a nature that they should be held by members of the I.E.S. The six posts we have in mind are the Principalship (1), headships of the departments of Physics and Chemistry (2), and teacherships of English (3). At present there seems to be little system in deciding what I.E.S. posts are necessary, or in making promotions to that service, and in recent years there have been several

instances of the promotion of officers from the B.E.S. to the I.E.S. without any change of work or responsibility. This has thrown an unwarranted additional burden on the revenues. Apart from the six posts we have indicated, the remainder of the staff should be drawn from the provincial or subordinate educational services.

212. Before leaving the subject of the Presidency College we cannot refrain from noting the widely held opinion that the present fees are unduly low and should be increased until they stand 50 per cent. higher than they are now. The interests of poor students with ability will be amply safeguarded by the scholarships awarded by Government on the results of the University examinations.

Fees at
the
Presidency
College.

213. We return now to the inspectorate. We have already given our opinion that the sub-inspectorate should disappear, but that there should be district and subdivisional Inspectors throughout the province. The staff of the inspectorate remaining for consideration comprises—

- (a) Divisional Inspectors—5.
- (b) Additional inspectors—9.
- (c) Assistant inspectors for Muhammadan education—5.
- (d) Inspectresses—2.
- (e) Assistant inspectresses—12.

The duty of the additional inspectors is to relieve the Divisional Inspectors by taking charge of the inspection of high schools in one or more districts. Four belong to the I.E.S. and five to the B.E.S., though their duties are identical. Their responsibilities are not great, but they consume much travelling allowance. The Calcutta University requires an annual report in a set form on all high schools, and this is supplied by the Government inspectorate. The general opinion expressed before us was that these reports have little value, they influence the University and the school little, they are of no educative value, and are of so routine a nature that they might easily be written by the schools themselves. In fact we are told that the report is often written by the school authorities and the inspecting officer does little more than copy it out and sign it. It seems to us that if the University require particulars of all high schools once a year they could be obtained direct from the school authorities without employing nine officers on high salaries to tour round the province to collect them. The present system seems particularly wasteful as it is alleged that practically no notice is taken of the reports either by the University or by the schools. We think the posts of additional inspectors should be abolished.

214. Assistant inspectors for Muhammadan education are what their titles imply. They look after the educational interests of Muhammadans and inspect schools from that special standpoint. Having had the advantage of hearing the views of one of these officers we are constrained to agree with the bulk of the opinion received by us that these

Assistant
inspectors
for Muham-
madan
education.

posts are unnecessary, and that if they were done away with the result would be a gain for Muhammadan education. We cannot believe that there is any advantage in viewing education from a purely sectarian angle, or that a special agency is required any longer to safeguard the interests of a particular community. An agency that can justify its existence only by pointing to instances of the neglect of the interests of a community is liable to accentuate small differences unnecessarily, and to foster a sense of aloofness which it is in the interests of everyone to dispel. We are supported in this matter by the fact that the ordinary inspecting staff contains a fair proportion of Muhammadans as the following figures show:—

—	Total number of Indian officers.	Hindus.	Muslims.
(1) Divisional Inspectors ..	2	1	1
(2) Additional inspectors ...	9	3	6
(3) Assistant inspectors for Muhammadan education.	5	...	5
(4) District inspectors ...	28	20	8
(5) Subdivisional inspectors ...	61	36	25
(6) Sub-inspectors ...	268	148	120
(7) Assistant sub-inspectors and inspecting maulvis.	27	14	13

The proportion of Muhammadans holding the post of district inspector might well be increased, and when that has been done we feel there will be sufficient Muhammadan officers in the general inspectorate to ensure that the interests of the Muhammadan community are not overlooked. We are strongly of opinion that these five posts, and also the post of Assistant Director of Public Instruction for Muhammadan education which has recently fallen vacant, should be abolished.

Women's inspectorate.

215. The evidence we have received, both official and non-official, is solidly opposed to the women's inspectorate. The vital importance of the development of girls' education is admitted, as indeed it must be, but it has been urged very strongly that women are not found to be more sympathetic, more generous in their views, or more able to stimulate development than men. We have been assured that there has been no gain to the cause of girls' education by the appointment of a special women's inspectorate, and that indeed progress is likely to be accelerated if it reverts to the care of the ordinary inspectorate. There does

not appear to be any sentiment or custom that would debar men from taking an effective part in this branch of education, and we accordingly recommend that the services of the Inspectresses and Assistant Inspectresses of Schools be dispensed with and their posts abolished. If a suitable candidate is forthcoming we think it would be sound to appoint to the department a competent woman to advise generally on girls' education.

216. In the preceding paragraphs we have recommended the abolition of the entire inspectorate with the exception of the Divisional Inspectors and the district and subdivisional Inspectors. As regards the last two we have no doubt that thoroughly well-qualified district and subdivisional Inspectors are essential. There is more difficulty in the case of Divisional Inspectors. It is understood that a Bill to create a Board of Secondary Education is now under the consideration of Government. If such a central authority is created it will presumably have under its control the necessary inspecting staff. With secondary education in the hands of a Board, and primary education the concern of local bodies the need for Divisional Inspectors, as such, would disappear. But, unless their functions could be exercised by district inspectors, and that seems unlikely at present, to dispense with their services immediately would result in centralising additional work at headquarters, which, we think, would be unfortunate. We would therefore retain Divisional Inspectors for the present, but we consider their posts should be abolished when a Board of Secondary Education comes into being, or when it is considered feasible to delegate to district inspectors the functions and powers now exercised by them.

217. A matter that requires attention is the existence of two offices of considerable size in Writers' Buildings, one under the Director of Public Instruction, and the other under the Secretary for Education. In the Director of Public Instruction's office there are two Assistant Directors of Public Instruction, one personal assistant, and 64 clerks. Under the Secretary there are 21 clerks comprising the secretariat staff dealing with education. Until the creation of the post of Education Secretary, the Director of Public Instruction was deputy secretary as well as Director of Public Instruction, and as such was in charge of the secretariat work as well as being the Director. The relations between these two offices, the secretariat and the Director of Public Instruction's office, have never been happy, and have reflected an antagonism that has been detrimental to the disposal of work. It certainly seems anomalous that a question that has been treated thoroughly in the Director of Public Instruction's office and has been sent up to Government by that officer should undergo a second examination and series of notings in the secretariat under the same officer in his capacity as deputy secretary. This particular anomaly no longer exists because the Director of Public Instruction is not now deputy secretary, but

Headquarters
staff.

the two offices remain to perpetuate a system which everyone who has had any experience of it condemns. The Director of Public Instruction has a two-fold capacity, he is both an adviser to Government, and the administrative head of a department under the control of the Minister. As head of the department he is the channel of communication by which the orders of Government reach the educational officers, and he is responsible for seeing that such orders are observed. He has also powers, without reference to Government, in regard to the distribution of grants-in-aid, and certain classes of expenditure. We are strongly of opinion that the Director of Public Instruction should perform the duties of a Secretary to Government. We attach no importance to the service from which the Director is drawn, he may be an educational officer, or he may not. But what we feel to be essential is that there should be one office at headquarters and not two, and one officer, the administrative head of the Education Department and the right-hand man of the Minister, and not two officers, a Director of Public Instruction, and a Secretary to Government. When the Director is an officer of the Education Department, no further adviser would be necessary; when he is not, the senior educational officer in the province, who would ordinarily be the Principal of the Presidency College, would be available.

**Office of
Director of
Public
Instruction.**

218. We consider that the office of the Director of Public Instruction is unnecessarily large. If our recommendations are given effect to, an appreciable amount of work which it now does will disappear. A further saving of work may be effected by the delegation of greater powers to Divisional Inspectors.

Buildings.

219. We wish to draw attention to a matter of importance connected with buildings. Plans and estimates of school and college buildings for which grants are given by Government are subject to the approval of the Public Works Department. The result, we are informed, is often that their cost is very heavy, and a more expensive and elaborate building is constructed than is necessary. We appreciate the necessity for good and sanitary buildings, but over-elaboration or pretentiousness should be avoided, and the accommodation should not be without relation to the ordinary standards of the pupils. While the Departments of Public Works and Public Health should be available for consultation in all such cases, and should be referred to as a matter of course where the Government contribution is substantial, we think their functions should be advisory only.

**Dacca
University.**

220. The Dacca University falls within the scope of our enquiries by reason of the fact that roughly five-sixths of its income is obtained from provincial revenues. At present, out of a total income of roughly Rs. 6 lakhs, Government supplies Rs. 5 lakhs in the shape of an annual recurring grant.

221. The evidence we have received, and the opinion we have formed, is that the University is not being run on economical lines. It was certainly not conceived, nor is it being administered in keeping with the present straitened condition of provincial finances. On the one hand there is a large and very highly paid staff, and on the other a scale of fees which we regard as ridiculously low. A student in the M.A. arts classes pays the sum of Rs. 12 per month in return for his lectures, tuition, hostel accommodation, lighting, and the use of the common servants.

Need for greater economy.

222. The tenor of the evidence given before us leaves no doubt that the development of the University will become an increasing charge on provincial revenues unless it proceeds in a less ambitious and a more economical spirit than at present. We are persuaded that the most salutary course is to moderate present tendencies by a reduction of the Government aid, and we recommend that from the next financial year the recurring grant be fixed at Rs. 4 lakhs. The deficiency can be met by curtailing expenditure and by increasing the fees. Further developments of the University that depend on Government financial support will have to await more prosperous days. In the meantime the annual grant we have recommended is sufficient to enable the University to carry on its present activities in a businesslike way.

223. Unlike the Dacca University, the Calcutta University does not receive a consolidated general recurring grant from Government, and therefore no recommendation from us seems to be called for.

224.

(b) 31.—Education (reserved).

Kurseong schools.

225. The Victoria and Dow Hill schools at Kurseong were established by Government in order to provide a good education at cheap rates for the children of European officers, recruited for work in India, whose salaries did not permit of their sending their children to England to be educated. This sound principle has been adopted by the Army Department, and by non-Government railways who employ Europeans of this category.

Annual expenditure. 226. The receipts and expenditure on account of these schools is shown by the following figures:—

—	Victoria School.	Dow Hill School.	Dow Hill Training College.
	Rs.	Rs.	Rs.
Expenditure	... ...	1,30,000	1,21,000
Fee receipts	... ...	36,000	23,000
	<hr/>	<hr/>	<hr/>
Net expenditure	... 94,000	98,000	16,000

The total recurring annual cost to Government is, therefore, over Rs. 2 lakhs. The fees are on a graduated scale with a maximum of Rs. 26 a month.

Particulars of pupils.

227. We have obtained the following particulars of the children educated at these schools:—

	Victoria School.	Dow Hill School.
Number of children on the rolls	... 190	120
Number of children of Government servants	... 148	120
Number of children of employees in other services recognized as eligible to send children to the school	... 21	...
Number of children of non-Government servants	... 21	...
Number of children of pure European parentage	... 82	58

Anglo-Indian children.

228. We think there is a good case for the education in the hills of European children of the class for which these schools cater. On grounds of health they could not live in the plains all the year round, and to increase the fees would be to take with one hand, and to make it necessary to give with the other hand in the form of increased emoluments to the parents. We are not sure there is an equally good case for the education in the hills of Anglo-Indian children. The Kurseong schools

are admittedly more expensive to maintain than schools in the plains and we feel that it is difficult to justify the larger expenditure on account of Anglo-Indian children.

229. We have no solution to offer, but we suggest the question should be considered. The simple expedient of restricting the schools to the education of European children will not meet the case, because we understand the Calcutta schools are full, and it is out of the question for Government to start another school, or to take any appreciable part in the starting of another school, in the plains. Meanwhile the Kurseong schools exist, and we think they should be continued as they are until circumstances offer accommodation for Anglo-Indian children elsewhere. When that is the case we consider the Kurseong schools should be restricted to pure European children whose parents are in Government employ. We realize that owing to their situation it will not be easy to dispose of the surplus buildings for other purposes. **Suggestions.**



CHAPTER XIII.

32.—Medical.

Number of I. M. S. Officers.

230. Rule 12 of the Devolution Rules requires a local Government to employ such number of Indian Medical Service officers in such appointments and on such terms and conditions as may be prescribed by the Secretary of State in Council.

Objections to present policy.

231. In the course of our enquiries we have received important evidence against the continuance of the policy embodied in this rule. It is contended that it constitutes a serious injustice to a large number of highly-qualified medical men, both Indian and European, who are debarred from holding some of the most prized posts in the province, that it results in an unnecessary burden on provincial revenues, and that the service system of promotion leads not infrequently to officers being placed in important posts for which better qualified men could be secured by open competition. While the value of the work of the Indian Medical Service is fully recognized, it is urged that the independent medical profession has now reached a level of efficiency which would permit of their substitution at a smaller cost in many, if not all, of the posts now reserved for the Indian Medical Service.

Charge on provincial revenues.

232. In this matter we are concerned only with the element of cost, and it seems clear that if a cheaper and efficient agency is available the question of the retention of the Indian Medical Service at its present strength requires examination. It is not necessary to enquire into the considerations that underlie rule 12 of the Devolution Rules, but if they are central or imperial, rather than provincial, as appears to be the case, any expenditure in excess of what would be necessary, but for the existence of the rule, to incur on the Medical Department becomes a non-provincial charge. In this aspect of the matter we feel it is proper to consider what reduction in expenditure is possible.

Civil Surgeonies.

233. We have been told on high authority that it is not necessary to have an Indian Medical Service officer as Civil Surgeon in the *mufassal* except for the following charges—Howrah, 24-Parganas, Serampore, Dacca, Jalpaiguri, Hooghly, Darjeeling, Murshidabad, Chittagong, Burdwan, and Mymensingh, and that the remaining districts might be placed in the charge of assistant surgeons. We think this list might be substantially reduced for we doubt the need for

an Indian Medical Service officer at Jalpaiguri, Murshidabad, Chittagong, Burdwan, and Mymensingh. There are already a few assistant surgeons in medical charge of districts, and we recommend that the opinion we have quoted be acted upon, and that a beginning be made by reducing the Civil Surgeonies now reserved for the Indian Medical Service from 16 to 11. This we would regard as a beginning only, for we believe experience will show that a still greater reduction can safely be made, and that with the increased Indianization of the services the need and the opportunity for European medical officers in *mufassal* districts will decrease. The Indian officers who replace them should be organized on a provincial basis.

234. We have been invited to recommend that the post of district medical officer should be filled by open selection, that there should be no medical service as such, and that, as in the case of district engineers, a medical officer should ordinarily remain in one district except in so far as he is able to secure a better appointment elsewhere. The suggestion is that the appointment should be made by a local body specially constituted to direct the medical needs of the district, and that the contract, like others of a similar nature, should be terminable by either party on due notice.

**Non-service
district
medical
officers.**

235. We have recommended the partial and gradual displacement of Indian Medical Service officers in the *mufassal*, but we are unable to give our support to the suggestion we have outlined. We think there are weighty reasons for retaining service conditions for some time to come. A service, while opening a legitimate and prosperous avenue to those who wish to follow the medical profession, has the advantage that it is possible to secure competent officers for stations which otherwise might fail to attract a suitable medical man selected in the manner proposed. We apprehend that the smaller districts with fewer opportunities for private practice might experience difficulty in obtaining the right class of man if they had to go to the open market. Further, the present economical arrangement by which the Civil Surgeon is in charge of the jail would be less easy to effect in non-service conditions, and the very important medico-legal work requires experience which at present, at any rate, is not possessed by the ordinary practitioner. Whatever may be the pace of developments in the future we are unable to support a more radical change now than we have indicated.

**Retention
of medical
services.**

236. We do not think it would be wise to reduce materially at present the number of posts reserved for the Indian Medical Service in Calcutta. The circumstances of a great city, the necessity for ensuring high western standards, the need for reasonable prospects for the service so as to attract to it men of the necessary professional skill and ability,

**I. M. S.
posts
in Calcutta.**

and the preponderating interest of Government in the large medical institutions of Calcutta all press for the maintenance of the strength of the Indian Medical Service. We are opposed to hasty or wholesale innovations, and we are of opinion that the substitution of a cheaper agency for the Indian Medical Service should begin in the *mufassal* and extend gradually as we have indicated. It does not follow that it will not extend to Calcutta in time, but in our view it is not a contingency of any present significance.

Honorary physicians and surgeons.

237. One important direction in which we consider the medical profession might with advantage become more closely associated with Calcutta hospitals and medical institutions is in the appointment of honorary surgeons and physicians. This suggestion has received a large measure of support from the witnesses we have examined, and in one form has already been put into practice in the Sambhu Nath Pandit Hospital with satisfactory results. It would enable some economy to be effected in staff immediately, and would obviate increased expenditure in future. Opinion is divided as to the most suitable way of giving effect to this suggestion. There are some who would follow the English system, as described to us, by which the ablest students gain experience in an honorary capacity in the institutions at which they have been trained, and subsequently rise to important honorary posts. Starting as house surgeons, they would become clinical Tutors, and finally rise to be honorary surgeons and physicians. There are others who would introduce admittedly qualified men to such posts notwithstanding the absence of any previous connection with the institution. We prefer the former of these two methods, and we believe there are highly qualified medical men available who satisfy the conditions we have described. We are strongly of opinion that the appointment of honorary surgeons and physicians, who will take over a number of beds, deliver lectures, and discharge the full duties attaching to their posts should be made in the Government institutions in Calcutta with as little delay as possible. We see in this not only a measure of economy, but also a means of securing the very desirable association of the medical profession with the important work done in the Calcutta hospitals and medical schools. We suggest that the chairs of the second physician and the second surgeon at the Medical College Hospital might be filled in this manner.

Military assistant surgeons.

238. There are, we find, 29 posts in Bengal reserved for military assistant surgeons. The pay of these officers is Rs. 200—700, while that of civil assistant surgeons is Rs. 200—450. So far as we can ascertain there is no advantage to the province from the employment of so many of the more expensive of these two classes of assistant surgeon, and no disadvantage would result from the replacement of the majority of them by members of the less expensive service. If from non-provincial considerations it is considered essential to continue to employ

military assistant surgeons in Bengal in posts that could well be filled by civil assistant surgeons, we are clearly of opinion that the local Government should be reimbursed to the extent of the excess resulting therefrom over the expenditure that would be incurred by the employment of civil assistant surgeons.

239. A generally accepted way in which economy may be effected is by the substitution of sub-assistant surgeons for assistant surgeons wherever this can be done without appreciable loss of efficiency. We are not in a position to indicate the particular posts in which this might be done, but we have been told that the general level of the services now justifies the employment of sub-assistant surgeons in some posts which it has been thought necessary hitherto to reserve for assistant surgeons. Just as in some instances assistant surgeons can replace Indian Medical Service officers, so in the same way, but probably to greater degree, can sub-assistant surgeons replace assistant surgeons, and thereby enable the work to be carried on satisfactorily by a cheaper agency. We recommend that the posts now filled by assistant surgeons be scrutinized and that as many as possible be transferred to the list of sanctioned appointments for sub-assistant surgeons.

**Replacement
of assistant
surgeons by
sub-assistant
surgeons.**

240. Our attention has been drawn to the large number of duty and local allowances granted to the Indian Medical Service and lower medical services. We think there is room for considerable economy in this direction. It appears, for instance, that there are at the headquarters of the Dacca district a hospital, known as the Mitford Hospital, and a Lunatic Asylum. Both are Government institutions, but for each of them the Civil Surgeon receives an allowance of Rs. 200 a month in addition to the pay of his rank. We regard this as wholly unjustified. The control and supervision of institutions in the charge of the Medical Department within his jurisdiction should be regarded as part of the normal duties of a Civil Surgeon which he should discharge without any additional remuneration. The circumstances in which allowances may be granted are prescribed by the fundamental rules. We believe a careful examination of the allowances now drawn by officers of the medical services would show that a large proportion are inadmissible. We recommend that such an examination be made, and the utmost economy effected forthwith.

Allowances.

241. We consider that the students' hostels attached to the Medical College and other medical institutions in Calcutta should not be a charge on provincial revenues. The competition for admission is severe, and an increase of the fees to cover the expenditure on the hostels would cause no hardship.

Hostels.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Honorary physicians and surgeons ...	28,000	...	...
Civil Surgeons ...	60,400	...	...
Military assistant surgeons	27,100	...	...
Civil assistant surgeons	98,000	...	...
Allowances	82,000
Hostel fees	...	50,000	...
Total	2,95,500	50,000	...

Net reduction ... Rs. 3,45,500



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CHAPTER XIV.

33.—Public Health.

(a) Public Health Branch.

243. The Department of Public Health consists of two branches, one **Organization.** under the Director of Public Health, and the other under the Chief Engineer. That under the Director of Public Health is not an executive branch. It is an adviser to Government and to local authorities in matters concerning the public health, collecting information as to the actual condition of the country, and advising as to the lines on which preventive work can best be carried out. In addition the branch is required at times to investigate special problems.

244. As regards its general activities we have been informed that no great benefit is discernible in the districts, and that in ordinary matters of public health, the health officers employed by District Boards, the Civil Surgeons, and non-technical local officers of common sense can accomplish all that the available funds will permit. In a purely advisory department we consider that there is no need for maintaining a local staff of assistant directors. These officers, of whom there are four, inspect municipalities and assist local bodies in combating disease. They have no part in the preparation of water-supply or sewerage schemes, and they have no executive functions. They make simple and general observations on the sanitary condition of municipalities, which for the most part, we believe, are not beyond the powers of the local non-technical inspecting officers to make. Where a technical point of difficulty arises it could be dealt with by an officer deputed *ad hoc* by the Director. As regards epidemics the proper function of the department is to advise as to their prevention and treatment, but the executive action based on such advice must rest with the local authorities. The Public Health Department, moreover, is not concerned with the treatment of individual cases of disease resulting from an epidemic, nor should it be responsible for the provision of medical officers for epidemic work. We accept the evidence that the local assistant directors can quite safely be dispensed with, and we recommend that their posts be abolished.

Local
assistant
directors.

245. A considerable staff is employed at Government expense in **Vaccination** connection with vaccination. Local authorities have, however, been **staff.** made responsible for vaccination and the dual control now obtaining makes for loss of efficiency. We consider that local authorities should

be required to employ their own vaccination staff and that the only charge on provincial revenues should be in respect of the vaccine dépôt. We observe that the superintendent of the dépôt is an assistant surgeon on a pay of Rs. 450 *plus* a duty allowance of Rs. 100. The pay seems high for the qualifications that are required.

School hygiene branch.

246. We recommend the abolition of the school hygiene branch in its entirety. With the Director of Public Health as an adviser on general principles we think the Education Department can do all that is required at present, and that a special staff for school hygiene and the medical inspection of school children is unnecessary. The practical value of this branch is vitiated by the absence of arrangements for clinics, and the difficulty of inducing parents to follow up the inspection of their children at school with proper medical treatment at home.

Proposed staff.

247. We do not consider a separate assistant director for industrial hygiene is necessary, nor a permanent assistant director for investigation into the prevalence of kala-azar. We think the Director should be assisted by three permanent assistant directors and no more, and we regard this as a generous provision to cover malaria research, industrial hygiene, vital statistics, and the ordinary calls on the department by Government and local authorities. No addition to this staff is needed for kala-azar research. If the department is called upon to undertake other special enquiries on a large scale, a temporary staff could be appointed for the purpose.

Malaria research.

248. A considerable staff is now employed in malaria research, partly on general enquiries, partly on anti-malarial schemes, and partly on a malarial survey in the environs of Calcutta, while a sub-assistant surgeon on a pay of Rs. 100 is charged with the investigation of malaria on lines formulated by Sir Leonard Rogers. In Sonarpur, where investigation is being made with private funds given for the purpose, a sub-assistant surgeon has been placed by the department in charge of an outdoor dispensary. We hope this is not a charge on provincial revenues. While we recognize the paramount claim of malaria research we think it is necessary in the interests of economy to sound a warning. Anti-malarial schemes are expensive; in recent years the Irrigation Department have spent a great deal of money on them, in addition to the expenditure of the Public Health Department, and the country is still without a practical remedy for the prevention of malaria on a large scale. The difficulties of the problem are immense, but the mere expenditure of money is not in itself a solution, and, with limited funds, methodical research in the most promising directions is what should be aimed at. A review of the position, and a careful selection of the possible lines of advance, if undertaken by the best brains of the province, both official and non-official, would probably ensure the most economical solution of the problem.

249. While we appreciate the difference between cure and prevention we think there is room for a closer co-ordination of the work of the Public Health Department and the research work done at the School of Tropical Medicines. In the matter of kala-azar, for instance, we feel that laboratory research, and field-work are not mutually exclusive, but that each can give substantial aid to the other. We would retain the post of Director of Public Health, but in order that the co-ordination, which we feel is necessary, may be secured, we recommend that no scheme or project involving a total expenditure of more than Rs. 5,000 should be decided upon until it has been examined by the Surgeon-General, and discussed by the Minister with that officer and the Director of Public Health jointly.

Co-ordination with medical research.

250. Our attention has been drawn to certain circulars issued by this department asking for information of a very detailed character, from local officers and authorities necessitating enquiries and correspondence on a scale unjustified by the importance of the subject. Excess is waste.

Unnecessary circulars.

251.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
Circle assistant directors ...	Rs. 57,000	Rs. ...	Rs. ...
Vaccination staff ...	1,46,700	... १,४६,७००	...
School hygiene branch ...	25,000	...	...
Industrial hygiene branch ...	11,200	...	...
Kala-azar branch ...	22,000	...	...
Additional assistant director for malaria research	14,400	...	...
Total ...	2,76,300	...	...
Net reduction	... २,७६,३००	Rs. 2,76,300	

(b) Engineering Branch.

252. The Engineering Branch of the Public Health Department is concerned with the preparation, supervision and execution of surface drainage, sewerage and water-supply schemes required by local authorities outside Calcutta. Its present staff is based on an average annual expenditure on such works of Rs. 20 lakhs. We do not know how much

Reduction of staff.

is likely to be spent each year, but as most of the money expended on these projects is found by Government, either in the form of a grant or a loan, we imagine that the figure of Rs. 20 lakhs is not likely to be reached for some time to come. Our first recommendation, therefore, is that in fairness to the department, and in the interests of economy, the probable annual expenditure for the next five years should be worked out, and that to the extent that it falls short of Rs. 20 lakhs per annum a corresponding reduction should be made in the staff. We may remark that in our opinion a personal assistant to the Chief Engineer is unnecessary in any event.

**Figures
of work
done.**

253. We have been supplied with interesting information of the work of the sanitary engineering staff during the last fifteen years. The following figures show, for that period, the number and cost of the schemes (a) prepared by the department, (b) carried out by local authorities with their own staff under the Chief Engineer as consultant, (c) carried out by local authorities with a staff appointed and supervised by the department, (d) carried out entirely by the department down to the payment of the contractor:—

- (a) 190 schemes of an estimated cost of Rs. 5,08,81,537.
- (b) 19 schemes of an estimated cost of Rs. 1,16,77,950.
- (c) 21 schemes of an estimated cost of Rs. 18,21,460.
- (d) 23 schemes of an estimated cost of Rs. 56,97,124.

**Explanation
of figures.**

254. These figures are interesting, although in part they relate to the period prior to 1912, and have reference to areas now in the province of Bihar and Orissa. Under (b), for instance, is included an item of Rs. 64 lakhs on account of the Jharia water-works. The only distinction between (c) and (d) is that in the case of the former the contractor was paid by the local authority and not by the department.

**Fees to be
realized for
services
rendered.**

255. A striking fact that emerges from these figures is that although 190 schemes of an estimated cost of over Rs. 5 crores were prepared, only 63 of an estimated cost of less than Rs. 2 crores were carried out. So far as the preparation of schemes is concerned, three-fifths of the work of the department has been fruitless and a dead loss to Government. This seems to us to call for rectification at once, and while we would welcome a greater reluctance than hitherto to draw up projects, we think the proper solution is to require local authorities to pay for initial plans at the rate of 3 per cent. on the estimated cost. This is rarely, if ever, done at present, but we can see no adequate reason why, if it is necessary for Government to maintain a highly qualified engineering staff to do this work for local authorities, the services rendered should not be paid for. We are also of opinion that a further charge of 5 per cent. should be made for the supervision of schemes carried out by the department. These charges should be made invariably. The present system is very unbusinesslike.

256. The department has been somewhat severely handled by some witnesses. The line of criticism is that it has failed to evolve schemes within the financial capacity of most local bodies, and that, besides being costly, it is subject to no check or criticism from outside in so far as it both designs and carries out schemes. The underlying idea is that the existence of this department amounts almost to a Government monopoly, that its schemes are more elaborate and expensive than local bodies require or can afford, and that when once a scheme is embarked on the local body has no voice even as to the quality of the work done. On the other hand we have been told that local authorities are unwilling to adopt the simpler and cheaper schemes presented to them, that they obtain valuable expert advice at little or no cost, and that the absence of a sufficient number of competent sanitary engineers makes it incumbent on the department to assume complete control in the majority of cases. We think there is something to be said on both sides, but we are clearly of opinion that it is neither practicable nor desirable for the sanitary engineering needs of the province to be met in perpetuity by a Government department in the manner they now are. Where a grant or a loan of public funds is made it will be necessary for Government to be satisfied that the project on which the money is to be spent is a sound one, and there will have to be a general control by Government over the disposal by local bodies of their funds. But for these purposes a very small staff would be sufficient. It is not possible to do more than proceed slowly in the direction of relaxing Government control, but we think a beginning should be made now, so that, within a reasonable time, official intervention may be limited to the insistence on proper standards, and the scrutiny of schemes in which public money is sunk.

**Relaxation of
departmental
control.**

257. As water supply schemes are generally less difficult than drainage or sewerage works, it is in regard to these that departmental control may be most safely relaxed, and local authorities encouraged to go to private engineering firms for the design and execution of their schemes. We have said that the change must be gradual, and we certainly think it would be unwise, at present, to modify the existing procedure in the case of drainage or sewerage schemes estimated to cost more than half a lakh. But when, under the incentive of work to be done, sanitary engineering firms gain experience and capacity, this restriction may be removed, and they may be entrusted in an increasing degree with all classes of projects.

**Extent of
relaxation.**

258. We understand that the Director of Public Health is not consulted by the Chief Engineer before the schemes prepared by the latter are submitted to the Sanitary Board. We think there should be the freest consultation between these two officers in regard to schemes under preparation, and that without collaboration between the two branches of the department it cannot be said that everything has been done to secure successful treatment.

**Collaboration
between
branches of
department.**

**Sanitary
Board.**

259. We consider that the Sanitary Board might with advantage be reconstituted as a smaller and more businesslike body.

**Chief
Engineer.**

260. We think that on the retirement of the present Chief Engineer an officer on a considerably lower rate of pay should be appointed to succeed him. Further expert advice, if required for individual schemes could probably be arranged for locally, and if required for a large programme of major works, in addition to those that now remain for completion, would best be secured by the recruitment of a qualified expert for a limited period.

261.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
Chief Engineer	Rs. 16,200	Rs. ...	Rs. ...
Reduction of staff on the basis of an annual expenditure of Rs. 12 lakhs	Rs. 57,000	Rs. ...	Rs. ...
Personal assistant to Chief Engineer	Rs. 2,400	Rs. ...	Rs. ...
3 per cent. charge for initial plans	Rs. ...	Rs. 15,000	Rs. ...
5 per cent. charge for supervision of works executed.	Rs. ...	Rs. 60,000	Rs. ...
Total संयमन लग्न	Rs. 75,600	Rs. 75,000	Rs. ...
Net reduction	... ...	Rs. 1,50,600	

CHAPTER XV.

34.—Agriculture.

(a) Civil Veterinary Department.

262. The functions of the department are instruction, research, and **Functions.** superintendence. The Bengal Veterinary College at Belgachia, which is supported entirely from Government funds, supplies the needs of instruction and research. Superintendence covers the prevention of infectious diseases, and the education of the public in animal management.

263. The staff employed in superintendence comprises:—

- 1 Superintendent and Veterinary Adviser.
- 2 deputy superintendents.
- 8 veterinary inspectors.
- 113 veterinary assistants.

Local contributions to pay of staff.

Of the veterinary assistants, 101 are employed by district authorities who pay two-thirds of the average charges on account of salary, and pension contribution. Travelling and house allowances as well as the maintenance charges of the veterinary dispensaries are borne wholly by the local bodies.

264. We think that as the benefits of veterinary work are essentially **Proposed local responsibility.** local in character, the whole of the cost of district veterinary assistants should be met by the bodies who employ them. To ensure that proper veterinary assistance is provided throughout the province local bodies should be required to make adequate arrangements, both as to dispensaries and veterinary officers, and to employ no one as a veterinary assistant who has not passed the full course of the Veterinary College.

265. We do not think there is any necessity for the grade of veterinary inspector for district work, and we recommend that eight of these posts be abolished. Three competent deputy superintendents should be sufficient for the general supervision of the work of veterinary assistants, and for advising local authorities. Their pay should be Rs. 200—500. The present scale of Rs. 250—750 is unnecessarily generous. The charges on account of the Superintendent, and of the three deputy superintendents should be borne by Government, and we

Inspectors and deputy superintendents.

think Government should also maintain a reserve of 8 veterinary assistants, attached to the college, who would be available for filling leave vacancies in districts, and for augmenting local resources in combating serious outbreaks of disease. Local bodies would be responsible for all charges an account of reserve veterinary assistants while acting in leave vacancies in districts.

Glanders and farcy.

266. The glanders and farcy branch employed solely in Calcutta costs about Rs. 24,000 annually. We are of opinion that the Corporation should either pay the cost of this establishment, or should make their own arrangements for dealing with these diseases.

Imperial officers.

267. The permanent Principal of the Veterinary College is an expensive officer because he is paid according to military rank, and receives a civil allowance in addition. On his retirement, which we understand will occur soon, we think the number of Imperial officers should be three only, one the Principal of the College and Adviser to Government, one the superintendent of veterinary work throughout the province, and one the second officer at the college.

Veterinary College.

266. The Veterinary College appears to be somewhat extravagantly run. The superior staff is not excessive, but the deputy superintendents should be on a scale of pay of Rs. 200—500. The menial establishment of 97 is certainly extravagant and should be susceptible of considerable reduction. It may be reduced to 80 as a beginning, and the possibility of further economies examined. A record supplier for so small an office is unnecessary. There is a riding school for the students; a riding master is employed and ten horses maintained solely for this purpose. The establishment should be dispensed with and the horses sold.

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Government stipends.

269. The Government stipends amounting to Rs. 2,400 a year are not necessary in addition to the stipends granted by District Boards, inasmuch as there is no lack of students of the right class.

Hostel fees.

270. The hostel fees should cover the expenditure.

Charges for Government horses.

271. We are informed that Government horses, and chargers of the Calcutta Light Horse are treated and fed at the college free of cost. We see no reason for the free treatment and feeding of Light Horse chargers, and in the interests of economy we recommend that Government departments should be required to pay for all services rendered at the usual rates.

Increase of fees.

272. Lastly, we are of opinion that the fees of all classes should be increased by one-third.

273.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Recovery from local bodies	... 1,550		
Veterinary inspectors	... 13,000		
Glanders and farcy	... 24,000		
Reserve veterinary assistants	... 2,000		
Veterinary college	... 55,000		
Hostel fees	... ...	3,000	
Other receipts	... ..	15,000	
Total	... 95,550	18,000	...

Net reduction ... Rs. 1,13,550.

(b) Agriculture.

274. The growth of expenditure in this department is shown by the following budget figures in thousands of rupees:—

	1913-14.	1918-19.	1922-23.
Superintendence	... 69	74	114
Other supervising staff	... 91	274	476
Experimental farms	... 118	176	221
Agricultural experiments	... 57	67	28
Seed stores	... 7	24	15
Agricultural schools	... ...	...	24
	342	615	878

The figures for 1922-23 do not include the further sums voted in the supplementary estimates.

275. The functions of the department comprise research, experiment, demonstration, and propaganda. There is a research station at Dacca, at which the research staff, consisting of a fibre expert, two economic botanists, an agricultural chemist, and subordinates, work. At Dacca also there is an experimental farm where the researches made are put to practical test. This test, even if satisfactory, is not, however,

Functions
of the
department.

sufficient, for conditions of soil and climate vary throughout the province, and what may be suitable for Dacca is not necessarily suitable for western and northern Bengal. There are, in consequence, other experimental farms where the recommendations of the research staff are tested as to their practical value for different localities. Once the results of research have been proved to be sound for a particular area the demonstration and propaganda stages are reached.

Research staff.

276. We agree that research is the basis of all agricultural progress and with regard to the research staff we have little to say. The botanical section appears to us to be rather over-weighted, for in addition to the two economic botanists, there are an assistant economic botanist, three laboratory assistants, a mycological assistant, an entomological assistant, four field assistants, three fieldmen, and a photographer. While we appreciate the value of pure line cultures giving a large yield we think there is room here for reduction and we recommend that one economic botanist, one laboratory assistant, two field assistants and one fieldman be dispensed with. It is in this section that enquiries are being conducted in connection with cotton. We shall refer to this subject later.

University research.

277. We think that research conducted at the Universities should be linked up with the work of the research station. The Universities would probably be able to give valuable assistance in this direction, if they were given the opportunity.

Agricultural farms.

278. There are twelve experimental farms including those at Dacca and Chinsura which are on a bigger scale than the rest, and in addition a cattle farm and a tobacco farm at Rangpur, and two privately-owned demonstration farms. We gather it is the policy of the department to aim at an experimental and research station in each division—the farms at Dacca and Chinsura are called research stations—and a demonstration and seed farm in each district. It has been decided in pursuance of this policy to convert the district farm at Rajshahi into a divisional farm. We refer to this because it seems to imply a somewhat blind adoption for agricultural purposes of the administrative units of a division and district. The whole structure of the department is based on this: a deputy director is proposed for each division, there is a superintendent for each division, and an agricultural officer for each district. If there were research and experimental stations in each division, and a farm in each district, the adoption of administrative units as agricultural units would be fairly complete. We regard this as a mistake. The agricultural unit for experiment should be an area generally uniform as to soil and climate, and may extend over two or three districts. The unit of research, however, should be much greater than the unit of experiment, and we regard a research station in each division as totally unwarranted in present conditions. While experiment must be carried out in the various agricultural units in which the

results of research are likely to be of practical benefit, we do not appreciate the distinction between a divisional and a district experimental farm, nor, except at Dacca where the research station is, do we consider anything more than a district farm is necessary. At an agricultural farm—as we would prefer to call it to distinguish it from the research station—the results of research work would receive experimental treatment, demonstrations would be carried out, and seeds raised. A single type of farm for this purpose would be sufficient, and the number ultimately required is the number of agricultural units in the province, distinct in the main features of soil and climate. We do not know how many units of this description there are, but we imagine they are less numerous than administrative districts.

279. Before going into the questions of demonstration and propaganda we propose to consider the staff of the department as it exists. We have already dealt with the research staff. The other supervising staff consists of 4 deputy directors on Rs. 350—50—1,250 (a fifth sanctioned post has not been filled); 8 superintendents on Rs. 250—750; 34 district agricultural officers on Rs. 75—100—5—200 with clerical assistance for deputy directors and superintendents. This is exclusive of the staff employed wholly on the farms, and of 137 demonstrators on a pay of Rs. 25—30—2/2—50.

280. The deputy director is the head of all agricultural work, other than research, within his charge, and his duties include the supervision of the experimental and district farms. The superintendents in the divisions are concerned solely with demonstration and propaganda, and supervise the work of district agricultural officers. One superintendent is on special duty in connection with agricultural education, and two are in charge respectively of the Dacca and Chinsura farms. District agricultural officers deal with demonstration, propaganda, seed distribution and stores. Demonstrators demonstrate in the field the practical advantages of the department's work, and here at last we meet the person for whose sole benefit this department exists—the cultivator.

281. In our scheme of organization there is need for deputy directors, but not for five of them. We have been assured by several competent witnesses that having regard to agricultural, rather than general administrative units, three deputy directors are sufficient. They should be members of a provincial service and paid as such. The remaining two posts should, we think, be abolished.

282. Directly below the deputy director would come the agricultural farm, the supervision of which would be his main duty. He would be conversant, and in close touch, with the conditions and needs of his charge, but he would be chiefly concerned with the experimental and demonstration work of the farms. The staff employed at present solely on the farms consists usually of a superintendent, on a pay of Rs. 100—200, two or three overseers, and a clerical assistant who is sometimes a

Supervising staff.

Duties of staff.

Deputy director.

Staff on agricultural farms.

fieldman. Broadly speaking we accept this staff as suitable, but we are wholly opposed to the employment of a superintendent of agriculture on a farm as at Dacca and Chinsura. These two posts we regard as superfluous.

The next stage.

283. Before proceeding further it may be well to note the stage we have reached. The research staff have evolved a new or improved seed, or method of agriculture, that is pregnant with practical benefits to cultivators. It has been experimented on in the farms under the supervision of a deputy director who is familiar with the agricultural conditions of his charge. With or without a further reference to the research staff the improvement has been tried out and demonstrated to be a proved success, suitable for adoption by the cultivators of the area that the farm serves. The last step is to bring the improvement to the notice of the cultivators, and to show them that its application by themselves in their own fields is a paying proposition. This means demonstration and propaganda.

Demonstration.

284. We think it is important to recognize that the ordinary cultivator is such by heredity and instinct, a practical man of limited means who is very efficient within the scope of his experience, and who is not likely to adopt new methods until he is satisfied that they will give him an increased income. He is not a theorist, nor is he deeply affected by what is achieved on a farm in conditions noticeably better than those with which he is faced. But he is sufficiently businesslike to adopt new seeds or new methods which, under his own eye, and on his own field have proved successful. We think the salient test of all agricultural improvements that the department seek to introduce should be a financial one, and that all demonstrations and experiments on farms should be carried out in a way that is not beyond the means or the capacity of ordinary cultivators. For the purpose of demonstration we recommend that a few overseers, or demonstrators, should be attached to each agricultural farm, who can be sent out when required to give practical demonstrations. They should be men who spend the whole of their time on the farm when they are not demonstrating, and they should have minute practical knowledge of an improvement before they attempt to demonstrate it. So far as is possible we think they should be of the agricultural class, and above all they should be practical men. We do not think it is desirable, or possible, to have more than two or three such men attached to each farm, for it is more important that there should be a few well trained, than a larger number indifferently trained. In addition we recommend that where a cultivator is prepared to offer himself for training, he should be accepted, and, if necessary, given a stipend while at the farm. If propaganda is done properly it should not be difficult to secure some cultivator pupils, and they would be very valuable missionaries of the department. Once an improved method gains the confidence of a few cultivators it will spread of its own accord. We do not think it is necessary to provide at any farm

for more than five demonstrators at a time, including cultivator pupils, that is, for the existing farms, 60 would be sufficient. We recommend that all other demonstrators be dispensed with. The present half-trained peripatetic demonstrators to the number of 137 we have no faith in, nor, we believe, has the cultivator.

285. In propaganda we are strongly of opinion that the Agricultural Department must link up with other departments, and particularly with the Co-operative Department. We shall explain elsewhere what our recommendations are in this matter; for the present we need only say that we consider no purely agricultural staff is required for this purpose. So far as the Agricultural Department is concerned it should stop at the agricultural farm. In this view it will be apparent that we recommend the total abolition of the posts of superintendent, and district agricultural officer. Propaganda.

286. The maintenance of seed stores, and the distribution of seeds Seed distribution. are matters not of agriculture but of organization. There are at present 62 seed farms established by non-official agencies, and co-operative agricultural associations are increasing. This we regard as a matter of propaganda and organization, and we would leave it entirely to the officer who carries out propaganda for the department.

287. There is no agricultural college in Bengal, and agricultural students from this province have hitherto attended the college at Sabour. Agricultural education. The Government of Bihar and Orissa, however, propose to close the Sabour College next year, and in view of this some Bengal students have been sent this year to the Cawnpore Agricultural College. There is a proposal to provide an agricultural institute at Dacca. We are not familiar with the details of this project, but in so far as it is intended to train officers for the department we consider it unnecessary. According to our proposals the officers of the department, apart from the research staff, will consist of deputy directors, farm superintendents and overseers or demonstrators. Deputy directors will normally have European qualifications, and in any case, as there are only three of them, no special facilities need be created for them. Superintendents of farms could receive training at Cawnpore, and overseers and demonstrators at a secondary agricultural school. We consider that an agricultural college in Bengal to train officers for the department is not required.

288. There are secondary agricultural schools at Dacca and Chinsura with a course of two years, and accommodation for 30 students in each school. One such school would be ample for the needs of the department, and we recommend that only one be maintained. Secondary agricultural schools.

289. We understand that it is proposed to give effect to a scheme for establishing elementary agricultural schools and that 20 such schools will be started this year. We regard this as wrong in principle. A specialist agricultural education is not so good for young boys as a good general education with nature studies or lessons in Elementary agricultural schools.

practical agriculture to give them the necessary bias towards an agricultural life. Education of this character should be left to the Education Department.

**Jute
forecast.**

290. A sum of Rs. 22,600 is spent annually to provide 113 clerks for 5 months for the preparation of the jute forecast. We consider that the jute forecast should be prepared in future in the same manner as other crop forecasts. It may be less accurate than it is now, but if the jute industry require anything better, they will doubtless be prepared to make a suggestion for raising the extra cost from the industry itself. We think the statistical work of the department should be examined and reduced as much as possible.

**Contingent
expenditure
on farms.**

291. The contingent expenditure at the experimental farms amounts to Rs. 1,85,000 including an item of Rs. 75,000 for labourers and Rs. 25,000 for reclamation. We consider this is susceptible of reduction and we would allow not more than Rs. 1,50,000 for the existing farms.

**Temporary
staff.**

292. A sum of Rs. 35,000 is provided in the budget for temporary staff. Out of this the jute forecast staff is paid, and the balance is utilized by the Director as occasion arises. We think there is no necessity for this lump provision.

**Agricultural
Journal.**

293. There is a quarterly agricultural journal in Bengali and English. Unless it can pay for itself it should be discontinued. We consider the vernacular papers would be the best medium for reaching the public.

**Cotton
research.**

294. We have noted when dealing with the research staff that some attention is being given to cotton. A considerable part of the time of the second economic botanist and his staff is being expended on a cotton survey and selection work. A cotton committee for Bengal has also been formed. The climate of Bengal, with the possible exception of the Chittagong Hill Tracts and parts of the Bankura and Midnapore districts, is unsuited to the cultivation of cotton. Experiments with cotton have been made in Bengal at intervals during the last hundred years or more, and have been consistent failures. The cultivator is making his money out of jute and paddy, and recent attempts to induce him to buy cotton seed have shown that he is unwilling to take up a very doubtful and less paying crop. We do not wish to prejudice any developments that may lead to a revival of the old and formerly famous Dacca cotton, but we believe the present policy of the department is likely to result in unprofitable expenditure.

**Single
administra-
tive head of
departments
of agriculture,
Industries,
and co-opera-
tive credit.**

295. We think it is most important that the three departments of agriculture, co-operative credit and the development of small industries should be under a single administrative head. Their work is so inter-dependent that separate administration would lessen the effectiveness of each. Co-operative principles now play an important part in agricultural development, and we can visualize no real revival of home industries that is not co-operative in character. We think

there is very important work here for an energetic and capable officer with wide district experience. He would require a Registrar of Co-operative Societies to carry out the statutory functions of the Registrar, and a Director of Industries of the type we have indicated in the chapter on that department. We do not think he would require a separate Director of Agriculture in addition to the agricultural research staff. The three departments should be located in a single building in Calcutta, and their administrative heads should be in direct touch with the Minister in charge and perform the duties of a Secretary to Government. By this recommendation the present post of Director of Agriculture would cease to exist.

296.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Economic botanist's branch	... 8,700	...	...
Deputy director of agriculture	... 13,500	...	...
Superintendents	... 57,100	...	...
District agricultural officers	... 93,800	...	...
Demonstrators	... 84,100	...	...
Agricultural schools	... 11,100	...	...
Temporary establishment	... 35,000	...	...
Contingencies of farms	... 35,500	...	...
Agricultural journal	... 3,500	...	800
Total	... 2,92,300	...	800
		Rs.	
Deduct difference between the pay of Development Officer and of Director of Agriculture	... ... ... ...		8,400
Net reduction	... ... ... ...		2,83,100

(c) Sericulture.

Present policy.

297. The policy of the department until the early part of 1922 was to produce disease-free seed at Government nurseries for sale to private rearers at the best rates obtainable. It has now been decided that the nurseries should be more educational and demonstrative, so as to teach the professional rearinger how to produce disease-free seed, with the ultimate object of handing over all seed production to this class. The result of this change of policy has been to reduce the receipts of the department.

Proposed policy.

298. We are not convinced that the latest decision is a wise one. Education and demonstration are facile terms which in practice may amount to little. There is good reason to believe that the former policy of the department did substantial good, and in the interests of economical administration we recommend that it be reverted to. The aim should be to produce in the Government nurseries 20 to 25 per cent. of the seed required, and to produce it disease-free. The sale of this seed to selected rearers will afford the best demonstration that is practicable, and will ensure that a reasonable return is obtained for the money laid out. We consider that 75 per cent. of the expenditure should be recovered in receipts.

Nurseries.

299. We think that the nurseries should be made self-supporting as regards the supply of mulberry leaf. The present practice of purchasing from outside cultivators is expensive, and introduces a greater danger of disease.

Staff.

300. As regards the staff, the evidence we have received is strongly against the retention of one of the permanent posts of superintendent of sericulture, and of the post of sericultural research expert. The former post is superfluous, and the latter has led to results of little, if any, practical value. We recommend that they be abolished with any subordinate staff attaching to them. For the rest we consider there is little justification for the large temporary staff that is employed, but we prefer to refrain from specific recommendations, and to put forward the working test that the department should earn three-quarters of the amount it spends.

Co-operation with silk Industry.

301. There is a Silk Committee which has not met for at least 18 months, and we are informed that contrary to previous practice the silk industry is not receiving regular information of the work being done by Government. If wasted effort is to be avoided we think a strong advisory committee, and the closest co-operation with the industry are indispensable.

302.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
Superintendent of sericulture	Rs. 6,000	Rs. ...	Rs. ...
Research expert	... 13,000	... ...	... ...
Increase of revenue	... ...	52,000	... ...
Total	19,000	52,000	...

Net reduction ... Rs. 71,000

(d) Co-operative Societies.

303. The Co-operative Department is administered by the Registrar of Co-operative Societies deriving power under Act II of 1912. The total number of societies in the province is about 7,000 with a membership of 250,000 and a combined working capital of roughly Rs. 4 crores. The department has been in existence for many years but its main development, both as to societies and as to staff, has been during the last ten years. The following figures show the increase in expenditure in thousands of rupees :—

1913-14	...	91
1918-19	...	2,25
1922-23	...	4,46

304. The staff now consists of a Registrar, a deputy registrar, four assistant registrars and a personal assistant, 65 inspectors including 7 inspectors of industrial societies, and one with veterinary qualifications, divisional and district auditors, and ministerial and menial establishments.

305. It will clear the ground if we state at the outset what in our opinion the policy of this department should be. The functions of the Registrar under the Act should be carried out, societies should be subjected to regular and proper audit for which they should pay, but apart from simple propaganda, and the general inculcation of co-operative principles, the growth of the movement should be left to non-official agency. We have been told on good authority that, taking the province as a whole, Government have shown the way sufficiently as

regards credit societies. On the other hand we have been warned that, if there is not efficient guidance by Government while the movement is still expanding, the confidence of the depositing public will be shaken, and serious harm will result. We wish to dissociate ourselves entirely from the view that the confidence of the depositing public should rest in Government. The function of Government is to educate the people to appreciate the advantages of co-operative action, and to ensure that the accounts of societies are properly audited. There is a great danger in the over-stimulation of the movement by official agency, and in giving the impression that Government is in any way responsible for the security of deposits. As an educative influence Government have done much, the existence of 70 central banks and 7,000 societies is testimony to this. Non-official interest in the movement has been widely roused, and, in our opinion, the dynamics should come in future chiefly from non-official rather than from official influence.

**General
proposals for
district
propaganda.**

306. We are informed that it is proposed gradually to increase the number of inspectors so as to have one in each subdivision. At present, owing to the insufficiency of the audit staff, inspectors are engaged largely on audit work, but this is to be remedied by increasing the number of auditors. When this is done, inspectors will be solely engaged on what has been described as "general administrative work" in particular areas. We have tried to estimate what this means in practice, and we can see nothing beyond simple propaganda and the encouragement of co-operative methods. The principles of co-operation, as presented to the mass of the people, are neither abstruse nor technical. It has to be remembered that the community as a whole is educationally backward, and that nothing that is deep or involved can be assimilated or practised by it. This is true not only in co-operation, but also in agriculture, sanitation, local self-government, and in many other directions. We are far from detracting from the value of co-operation. On the contrary we regard it as one of the most hopeful means of improving the condition of the people, and we see great scope for it in connection with industries and agriculture. But we do not think that the present organization of the department is necessary. In the course of our enquiries we have considered a great deal of evidence, both official and non-official, and we are surprised at what it has disclosed. We find departments abounding in staff, directing, supervising, inspecting and subordinate, each department more or less watertight, each covering the same area, and dealing with the same members of the community, and each imposing an increasing burden on provincial finances in the shape of pay, allowances, contingencies, stationery, forms, accommodation, clerks and menials. Working our way through the organization to its outlet, to its point of contact with the people, we have found a very simple product. It could not be otherwise, for in present conditions improvement can only come slowly by the patient

and sympathetic presentation to the people of simple expedients. Where we think the system is wrong is in creating a separate staff to make an individual and separate presentation of each remedy. We have referred to this briefly when dealing with agriculture. In our opinion the purely propaganda portion of the activities of the agricultural, co-operative, industries, public health and self-government departments can be done by the same officer. Where the circle system is in force the officer is already available. It is part of the normal duties of a circle officer to take an interest in the co-operative movement, and assist societies with advice and encouragement. He is also empowered to decide disputes under the Act, to make enquiries into the working of societies, and to act as liquidator. Here, clearly, is an officer who can do all the propaganda, and all the inspection outside audit, that are necessary. Where the circle system does not obtain, sub-deputy collectors of the ordinary district staff would be available. In our opinion the posts of inspectors should be abolished.

307. The audit staff should be brought up to the requisite strength **Audit.** and its cost realized from societies. At present Government bear a small portion of the cost representing the cost of the audit of societies less than eighteen months old. If it is considered desirable that such societies should not pay for audit there is no reason why Government should meet the whole cost. It is a benefit derived by all societies and we think the older and more wealthy societies should bear a part of the cost of the exemption of their younger brethren. We recommend that of the total expenditure on audit, one half of the cost of audit of societies less than eighteen months old should be borne by Government, and the remainder apportioned between the societies who are liable to pay.

308. Five assistant registrars have been sanctioned, but four only have been appointed. Attached to each is a divisional auditor, one of whom, at the headquarters of the Presidency division, is adviser to the Registrar. Assistant registrars pay particular attention to central banks. We think the Registrar requires a chief auditor, and we see no objection to the employment of assistant registrars. But we are of opinion that assistant registrars should be auditors primarily and that they should supervise the work of the auditors. In fact we would have one post for each division instead of two as at present. We think a deputy registrar is unnecessary and the personal assistant to the Registrar should be on a pay equivalent to the pay of a sub-deputy collector. Assistant registrars should be on the same pay as is fixed for the provincial executive service. The duty allowances now given to the assistant registrars and to the personal assistant should cease. It is not necessary for assistant registrars to have tour clerks. We are of opinion that the post of Registrar should be held by an officer of provincial service rank.

**Proposed
reduction
of staff.**

**Steam
launch and
motor car.**

309. The department has a steam launch, the *Blanche*. In our opinion it is not required. There is also a departmental motor car. Its running expenses, which amount to about Rs. 300 per month, are now borne by Government. We think this is unjustifiable, and we recommend that the car be sold.

**Liquidation
costs.**

310. We understand that some inspectors are now wholly engaged on liquidation work, but their pay and allowances are not realized in full from the assets. If a special liquidation staff has to be employed the whole of its cost should be realized.

**Calcutta
Milk Union.**

311. The Calcutta Milk Union is an instance where Government have met part of the cost of management for some years. We do not think this can be justified, nor do we consider it is good for the co-operative movement.

**Travelling
allowance to
honorary
organizers.**

312. Travelling allowance to honorary organizers is, in our opinion, justified in very few cases, and only in very exceptional circumstances do we think anything should be given. In the case of ordinary credit societies we think there is no need for direct Government expenditure on propaganda in excess of what is involved by our recommendations.

313.

Minor or detailed head.	ESTIMATED		
	Savings. Rs.	Increase of revenue. Rs.	Loss of income. Rs.
Inspectors	1,88,600	...	...
Assistant registrars	11,300	...	...
Deputy registrar	25,300	...	...
Personal assistant	4,400	...	...
Steam launch	10,500	...	...
Motor car	3,600	...	...
Milk Union	600	...	...
Honorary organizers	22,300	...	...
Total ...	2,66,600	...	...
Net reduction	...	Rs 2,66,600	

CHAPTER XVI.

35.—Industries.

(a) Development of Industries.

314. The Department of Industries was formed towards the end of 1919 after a consideration of the report of the Industrial Commission, and purports to be engaged in the execution of an active policy of fostering and developing the industrial growth of the province. To this end it employs at the office of the Director, in Calcutta, the following staff:—

Director—Rs. 2,000—50—2,250; deputy director—Rs. 1,800; industrial chemist—Rs. 1,000; industrial engineer—Rs. 1,000; inspector of technical and industrial institutions—Rs. 1,500 plus a local allowance of Rs. 200; 60 ministerial officers—ranging from Rs. 25 to Rs. 500; caretaker—Rs. 100; 19 durwans and peons.

The cost of this establishment during 1921-22 including allowances and contingencies, amounted to approximately Rs. 2 lakhs. In addition there are under the Director five superintendents of industries, one in each division, and a superintendent of textile demonstrations. The Director is in control of the following institutions:—

- (a) Survey School, Comilla.
- (b) Industrial School, Rangamati.
- (c) Government Commercial Institute, Calcutta.
- (d) Government Weaving Institute, Serampore.
- (e) Government Technical Schools at Rangpur, Barisal, and Bogra.
- (f) Government School of Art, Calcutta.
- (g) Calcutta Research Tannery.

Lastly, the Director is in administrative control of the technical departments of factory inspection boilers, and smoke nuisances and of the Electrical Adviser to Government.

315. It is understood that by a recent order of Government the administrative control of the Director over the technical departments has been terminated. We think this is a proper step, for these departments are reserved departments responsible to Government in the Commerce Department, and the intervention of the Director in an administrative capacity adds another cog to the wheel without giving any advantages. Each of these departments is technical and is manned by a technical staff. In the matter of boiler inspection and smoke nuisances there are committees, with considerable powers, to advise Government, and to administer the law, and the Chief Inspector of Factories gains nothing

by having an administrative head between him and the department ultimately responsible for his work. We consider the Director of Industries has not the technical competency to add anything of value to the recommendations of the officers of these departments; and in administration he occupies the position of a post office. The system that has been in force since 1920 has made for friction and delay, and has created unnecessary duplication of work by the maintenance in the Director's office of useless copies of correspondence and records, that have passed through him between the technical departments and the Commerce Department.

**Government
technical
schools.**

316. The Government technical schools at Rangpur, Barisal and Bogra should, we consider, be deprovincialized. They may be made over to the District Boards and supported by them as is the case in other districts. The expenditure on these schools in 1921-22 was roughly Rs. 41,000, which is about four times the amount given from provincial revenues as grants to technical and industrial schools maintained by District Boards and Municipalities. The grant-in-aid system should be used to stimulate this class of education. Government schools are not only unnecessary, but absorb so large a share of the available public funds that other schools are likely to receive insufficient support.

**Commercial
Institute.**

317. The Commercial Institute costs about Rs. 30,000 a year—the expenditure being Rs. 45,000 and the receipts Rs. 15,000. It provides instruction in book-keeping, shorthand and typewriting, and commercial geography and arithmetic, and to a limited extent provides evening classes for more advanced subjects. We doubt if this institution is doing as well as it should. We recommend that it be placed under a Board of management consisting of two representatives of the Bengal Chamber of Commerce, two representatives of the Calcutta Corporation, and one representative of each of the Calcutta Trades Association, and the Bengal National Chamber of Commerce. We consider that the institution should be given a Government grant of Rs. 15,000 a year for three years, after which, the position should be reconsidered.

**Rangamati
industrial
school.**

318. The industrial school at Rangamati costs only Rs. 1,165 a year and is on an experimental basis under the control of the Superintendent, Chittagong Hill Tracts. It is in a backward area, and there may be justification on this ground for its maintenance at Government expense, but we think there should be a further examination of the matter before the school is made permanent.

**Weaving.
Institute.**

319. The Government Weaving Institute, Serampore, should, we think, be retained. The post of superintendent, textile demonstrations, however, should be abolished. Two new posts of textile demonstrators have recently been sanctioned and the post of superintendent we regard as superfluous. A sum of Rs. 7,670 was spent in the year 1921-22 on stipends for pupils. These were necessary perhaps in the early days

to attract students, but last year some 2,000 applications for admission were received, though there is accommodation for only 175. There is evidently no case for this large expenditure on stipends, and we would reduce it to not more than Rs. 1,800 a year. We also think a tuition fee should be charged. The Institute is evidently popular and there seems no reason for charging nothing by way of fees.

320. The survey school at Comilla was started by the Survey Department, was handed over to the Education Department about 1920, and was subsequently transferred to the Industries Department. A one-year survey course parallel to the first-year course at Comilla is available at Pabna, Rajshahi and Rangpur. If the second-year course were continued at one of these schools, the Comilla school would be unnecessary, and alternatively, if the undulating ground at Mainamati is considered a practical advantage one of the other schools could be closed. We would prefer the former course. Survey schools.

321. The Government School of Art, Calcutta, is a net charge on provincial revenues to the extent of about Rs. 50,000 a year. Scholarships are given to the value of over Rs. 1,000, while the fees realized are less than Rs. 5,000. It offers a sound elementary training in various kinds of drawing and in painting, and turns out draughtsmen and designers for whom there is good local demand. We consider the school should be more self-supporting than it is, and we recommend a substantial increase in the fees which range from Re. 1 to Rs. 5 per mensem, and which, we are told, have been at these rates for many years. We think the fee-income should be doubled. In addition to the Principal and a head master there is a vice-principal on a salary of Rs. 350—40—550. We recommend that the post of the vice-principal be abolished as being unnecessary. School of Art.

322. A staff is employed in the Art Section of the Indian Museum at the expense of the local Government, and sums of Rs. 1,000 for travelling allowance and Rs. 4,000 for purchases are provided, apparently partly for the School of Art and partly for the Art Section of the Museum. The Indian Museum is under the administrative control of the Government of India, and there seems no reason, therefore, why any part of it should be maintained from provincial revenues. By withdrawing from any part in the upkeep of the Museum there would be a saving to the province of about Rs. 12,000 a year, including travelling allowance, and the provision for purchases to which we have referred. We recommend that this be done. Indian Museum Art Section

323. The administration of technical and industrial education is divided at present between two departments. While the institutions we have referred to are under the Industries Department, the Dacca Engineering College and the Sibpur College—both important colleges—are under the Education Department. We do not think this divided control can make for economy or efficiency, and if the greatest advantages are to Technical education.

be derived from the materials available, technical and industrial education should be under a single administrative head. On the whole we consider the greatest benefit would accrue from placing this subject under the Education Department, to which the inspector of technical and industrial institutions would be transferred. We recommend that a small, well qualified, Board of Technical Education be formed to advise the Minister. The Board should absorb the activities of the Joint Technical Examination Board, the Amin Examination Board, the Board of Control for apprentice training, and advise on mining education and cognate subjects. The Director of Industries, should, we think, be a member of the Board.

**Research
Tannery.**

324. The Calcutta Research Tannery has been in existence for three years for the purpose of stimulating the development of the tanning industry in Bengal. Its investigations have been of practical use to Indian tanners, particularly to those working on a small scale, and we think there is a case for its continuance at Government expense for another three years. At the end of that period the trade should pay for research if it is still desired, and in the meantime, unless the trade are prepared to provide the extra money, we consider the work should be slowed down so that the net annual cost to provincial revenues on account of the tannery does not exceed Rs. 50,000.

**General
functions
of the
department.**

325. We have considered the special activities of the Industries Department, and come now to its general functions of developing the industrial growth of the province. There has been a marked change in conditions since the report of the Industrial Commission was published. The war created a stimulus that led to widespread industrial activity, and called forth enterprise and capital for industrial undertakings, which, although not always wisely directed, have done much in a few years to solve many of the problems with which the Industrial Commission were faced. It is admitted that big industries do not seek Government help. It is not possible, nor is it necessary, for Government to supply technical advice to large industrialists, and the development of large industries may safely be left to private enterprise. In present trade and financial conditions we consider that the scope of the work of the Industries Department cannot usefully extend beyond giving somewhat elementary advice and help to small industrial concerns and cottage industries, largely in the direction of collecting information, and making it readily available to those in need of it. We consider there is no justification at the present time for attempting more, and the department should be reduced to conform to this. We think there is no need for both a Director and a deputy director, and we would abolish the higher paid post and limit the pay of the new Director to Rs. 1,800 a month. We would also abolish the posts of industrial chemist, and industrial engineer. In their place we would allow two officers of the class of the present superintendents of industries, one with engineering, and the other with chemical qualifications. The ministerial establishment should be reduced from its present inflated size to sensible

proportions. We do not wish to dogmatize, but we think ten clerks would be ample. The superintendents of industries, as now organized, are doing no practical good and are unnecessary. Their posts as well as those of their staff should be abolished. We are astonished to find that each superintendent's head clerk is in receipt of a pay of Rs. 120—10—350.

326. In our opinion the Industries Department should be in closer touch with the Co-operative Department than is now the case, for it is through the latter department that much of the information available in the Industries Department can best be disseminated and put to practical use.

327. We desire to add that greater care seems to be required in giving information about the products of private firms. Any impression that Government are "pushing" particular products would be most unfortunate.

328. We think that the experiment being tried in Madras and the United Provinces, by which loans are given from provincial revenues in order to assist small industrial undertakings, might be examined to see if it could usefully be adopted in Bengal when funds permit.

329.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Technical schools	32,000	...	...
Commercial Institute	15,000	...	...
Superintendent, Textile Demonstrations.	2,900	...	...
Weaving school	17,300	2,000	...
Survey School, Comilla ...	11,000	...	..
Government Art School ...	6,600	5,000	...
Indian Museum	12,000	...	...
Calcutta Research Tannery ...	33,200	...	...
Director of Industries ...	25,200	...	...
Industrial chemist and engineer ...	26,400	...	...
Ministerial establishment ...	99,700	...	...
Superintendents`	26,000	...	...
Total ...	3,07,300	7,000	...

Net reduction ... Rs. 3,14,800

Closer association of Industries and Co-operative departments.

Official backing of private firms.

Loans to small industries.

(b) Fisheries.

**Proposed
abolition.**

330. We accept the unanimous evidence received by us that this department as now constituted is without value, and we recommend its abolition. When funds permit it may be desirable to create an efficient department, but we consider the present department is not worth retaining.

331.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Fisheries	82,000
Total ...	82,000
Net reduction	... Ra. 82,000		



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CHAPTER XVII.

37.—Miscellaneous Departments.

332. We have no recommendation to make in regard to the department under the Inspector of Factories. The new Factories Act has added considerably to the work, and we are unable to find any room for economy. Factories.

333. We think the registration of traffic should be discontinued. This has already been done in Bombay, and All-India internal trade statistics are, we believe, being discontinued. The provincial figures are usually issued too late to be of any real value, and they are not entirely reliable. We would abolish the whole of the staff under this, and other heads, which is employed for the collection of internal trade statistics. Inter-provincial statistics are not the concern of the local Government. We consider that the most suitable and economical course would be for the local Government to assist, in any way that is possible, the various Associations and Chambers who for their own purposes maintain trade statistics. These statistics, we have no doubt, would be available to the local Government if required. Trade statistics.

334. We understand that steps are being taken to place the Boilers Commission in adequate funds by an increase of the fees. No charge is, or should be, made to provincial revenues on this account. Boilers Commission.

335. As regards the Smoke Nuisance Commission we recommend that the Chief Inspector should be Secretary to the Commission, and should attend all its meetings. We also think that fees should be charged for the passing of plans of installations, for testing them, and also for giving advice. On these three counts, a small and legitimate income would be obtained. Smoke Nuisance Commission.

336. We think the Rent Controller's Office should pay its own way. This is not now the case. Rent Controller.

337.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Registration of traffic	...	49,000	...
Smoke Nuisance Commission	5,000
Rent Controller	26,000
Total	...	49,000	31,000

Net reduction ... Rs. 80,000.

CHAPTER XVIII.

41.—Civil Works.

Previous recommendations.

338. The Public Services Commission in their report on the Public Works Department said:—“We think it should be laid down that the public works department should confine itself to work which cannot be discharged either by private enterprise, or through the agency of district boards and municipalities with the necessary financial support from Government.” We are in complete agreement with this view, which was elaborated at a later date by the Public Works Department Reorganization Committee, and we recommend that it be given effect in the manner and to the extent indicated by us.

Large original building works.

339. We consider that all new original building works of an estimated cost of over Rs. 50,000 should be constructed under the supervision of an architect assisted by qualified clerks of works. The architect should inspect the works regularly and be responsible for them. A small nucleus of clerks of works, such as assistant engineers, on a semi-permanent but non-pensionable basis would be required, the remainder being engaged on a purely temporary footing for individual works as occasion arose.

Suggested procedure.

340. To enable this proposal to work in practice it would be necessary to abandon the elaborate system of accounts and checks which the public works code and the public works accounts code prescribe. We suggest the following outline of the work would give a suitable simplified procedure:—

(i) work of architect—

- (a) preparation of designs,
- (b) inspection of works;

(ii) work of departmental engineers—

- (a) preparation of estimates and of budget demands for work and establishment,
- (b) placing of contracts for each work with full authority to accept tenders, provided they are covered by the sanctioned estimate,
- (c) power to pay bills for work done on a percentage of the total quantity of each class of work shown in the estimate, and without the preparation of detailed measurements,

(d) authority to exceed allotments, provided the excess could be met by re-appropriation from another work under the same departmental head of the budget.

341. Original building works estimated to cost Rs. 50,000 or less should be constructed by heads of departments, the technical advice and supervision in the *mufassal* being given by the District Engineer. The original plans would be passed by the Public Works Department, which would also be responsible for the final supervision. It would be necessary to remunerate District Boards for the services of their engineering staff for this purpose, and we suggest that while 15 per cent. should be the maximum, 10 per cent. of the estimated cost would normally be a suitable amount.

**Smaller
original
building
works.**

342. Dilapidations and repairs in Calcutta should, we consider, be carried out by contract to the satisfaction of the Public Works Department. In the *mufassal* all petty repairs should be carried out by the departments concerned. Rates for this class of work could be prepared by District Engineers, and, if necessary, approved by the Public Works Department. Other repairs to buildings in the *mufassal* should be carried out by the engineering staff of the District Board.

**Dilapidations
and repairs.**

343. There are 1,022 miles of roads maintained from provincial **Roads.** revenues. A few of these which are important lines of communications should be maintained as at present. We think the trunk road from Calcutta towards Benares, and possibly the Siliguri-Darjeeling-Lebong road, and the Teesta valley road would come within this category. It will probably also be necessary to retain the Calcutta maidan roads. The remainder we consider to be of purely local interest, and should be made over to the local authorities to be maintained by them or not as they please.

344. We have been told on good authority that the present mass of routine and accounts work constitutes a serious burden on an executive engineer and his staff, to the detriment of the main executive duties of this officer. The evidence shows that the Public Works Department is loaded with an elaborate accounts procedure which all who are conversant with it consider should be simplified. We have been assured that if the accounts works were simplified there could be a material reduction in staff, and greater departmental efficiency. We accept the proposal that has been made to us that a small committee should investigate the routine and accounts work that the codes now prescribe, in order that all unnecessary work may be eliminated. We recommend that this be done.

**Committee to
investigate
system of
accounts.**

345. It appears that a large number of plans and estimates are prepared by the Public Works Department on the requisition of other departments for projects that never mature. The figures given to us show that in the year 1919-20 about 600 estimates and requisitions were

**Infructuous
schemes.**

sanctioned with funds, and about 560 further projects were prepared which have proved infructuous. This is evidently a fruitful source of waste of time and labour, and we suggest that the Public Works Department should be entitled to decline to draw up plans and estimates, unless the requisitioning department can satisfy them that funds will be forthcoming in the near future.

Stores.

346. We would like to see the stores department abandoned, and local purchase of material permitted. This would result in a reduction of English purchases, and enable inspecting staff and local establishments to be reduced.

**Reduction
of staff.**

347. Our proposals have of necessity been given in outline only, and it is impossible for us to say with any exactness to what extent their adoption would enable the Public Works Department to be reduced. But apart from the architect and his staff it seems to us that a permanent staff of two superintending engineers, six to eight executive engineers, and a few assistant engineers will be sufficient when the simplified procedure we have advocated has been introduced.

348.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
Establishment	Rs.	Rs	Rs.
... ...	8,00,000	...	...
Total	<hr/>		...
	8,00,000	...	...
Net reduction	... Rs. 8,00,000		

CHAPTER XIX.

46.—Stationery and Printing.

349. Under this major head are combined the expenditure on Extent, stationery supplied to all officers of Government, and the cost of the Secretariat Press and of the Forms Press.

350. The position is roughly this. Stationery is obtained on indent by officers from the Controller of Stationery, who is directly under the Government of India. Each indenting officer is limited to a fixed annual monetary allotment, within which he can obtain the stationery he requires at the current rates. The rates are fixed by the Controller of Stationery. The two presses are entirely under the local Government, the Secretariat Press being administered by the Finance Department, and the Forms Press, which employs a large force of convict labour, by the Jail Department. The paper required by these presses is obtained on indent from the Controller of Stationery at rates fixed by him. The Secretariat Press does all the ordinary printing of the local Government, and the Forms Press supplies all forms on requisition from local officers, and also envelopes other than those used for demi-official correspondence.

351. Under the head of stationery supplied from central stores are included the stationery and paper obtained from the Controller of Stationery. The growth in expenditure is shown by the following figures in thousands of rupees:—

1913-14	...	...	...	7,58
1918-19	...	...	...	7,59
1922-23	...	...	...	12,80

The detailed figures of the cost of paper supplied to the presses so far as we can ascertain them, are—

	1913-14.	1918-19.	1922-23.
Paper	{ Secretariat Press ...	... 1,37,627	1,62,000
	Forms Press ...	3,21,000	5,08,000

The increase is accounted for by the rise in the price of stationery and paper in recent years, and the increased consumption of paper by the presses, mainly the Forms Press.

352. As regards stationery there are obviously two main considerations: the consumption, and the price. The price is that catalogued Stationery, and paper.

by the Controller of Stationery, and includes a charge of 5 per cent., to meet the overhead and handling charges of his office. This 5 per cent., which is charged both in respect of stationery and paper, represents a dead loss to the local Government, for there seems no reason why the local Government should not obtain their supplies direct as cheaply as does the Controller of Stationery. On the figure for 1922-23, the 5 per cent. charge works out at a little over Rs. 60,000. Our first suggestion, therefore, is that the local Government should obtain their stationery and paper direct, and not through the Controller. Other things being equal, the saving will not be as much as Rs. 60,000, as the cost of checking indents, and of despatching stationery up-country will have to be met. We think, however, that Rs. 50,000 is a fairly safe figure.

Quality of stationery.

353. The quality of the stationery supplied has been generally condemned. Ink, pencils, knives are all said to be poor, and sealing-wax in a class of inferiority by itself. This is obviously wasteful. We think it not unlikely that stationery of better quality, could be obtained by the local Government at rates that would compare favourably with those now paid by the Controller of Stationery. We are of opinion that a thorough enquiry in this direction should be made.

Consumption of stationery.

354. The question of consumption is more difficult. A monetary allotment is a useful check on extravagance, but it is at best a rough one, for it is based on averages which are not in themselves wholly reliable. A quantitative allotment for each officer actually employed would be more satisfactory. Originally the money value was based on a quantitative estimate, but it has not been revised at regular intervals, and the amount of an officer's allotment is varied only with the general rise and fall of the price of stationery articles. Another inherent disadvantage of a monetary allotment is that it is almost certain to be worked up to in full each year. We understand that within these allotments, officers are allowed to choose the quality of their stationery. If they have enough money they will naturally select the better qualities; they will rarely, if ever, refrain from spending the whole of their allotments.

Wasteful usage.

355. Another factor is the generally alleged waste. This takes the forms of extravagance in use, appropriations of official stationery for non-official purposes, and carelessness by which stocks are allowed to lie about until they become deteriorated by the climate. There is no remedy for this except a sense of personal responsibility and strict supervision. We have been informed that over 2,000 discarded file-boards in good order were recently collected in the Secretariat. Although waste will probably never be eliminated entirely, we think it could be curtailed.

Recommendations.

356. Our recommendations in regard to the consumption of stationery are that the articles should be standardized, and that local officers should not be given the option to purchase more expensive qualities merely

because their allotments admit of this being done. A detailed quantitative estimate of the needs of each officer should then be prepared so as to allow as small a margin for waste as is practicable. The standardization should precede the detailed estimates, for if the pencils, for instance, are good, fewer will be required than if they are bad. If this were done thoroughly we doubt if there would be any need for the voluminous indent form that is now in use. The requirements of an office would be known with accuracy and would be fixed, and any modification from the normal requirements due to an increase or decrease in staff could be set out in a very simple way. If an officer requires for himself and his staff 200 pencils and 10 knives in a year, and the strength of his staff remains unaltered, we can see no advantage in his filling up a complicated form each year to say that his consumption for the last three years has been 200 pencils and 10 knives per annum, and that he wants the same quantities for the coming year. The aim should be to arrive at the normal annual requirements of an office, and to have them supplied automatically once every year. We think all emergent and supplementary estimates should be forbidden. We would continue to debit each department with the value of the stationery supplied to it.

357. There are two points to which we wish to refer before leaving the subject of stationery. We think it is unwise to include in a stationery allotment the cost of articles the use of which cannot be controlled by the officer concerned. Thus, Chubbs locks are ranked as stationery, and if under the orders of the Accountant-General another currency chest has to be maintained requiring four new Chubbs locks, the cost of these locks, we understand, has to be met from the district stationery allotment. We consider this is not good business, for it invites reprisals in the shape of extravagant indents.

358. The purchase of country stationery to meet emergent needs is allowed up to a sum of Rs. 20 at a time. There is, however, no limit to the number of times expenditure up to this amount may be incurred in a year. The result, we are informed, is that the expenditure on country stationery is considerable, and, in some instances, exceeds the cost of the stationery obtained on indent. We think that if permission to purchase country stationery in this way is continued, a reasonable yearly maximum should be fixed.

359. The Secretariat Press, which includes the Darjeeling Branch **Secretariat Press.** Press, and the Private Secretary's Press, presents some interesting questions. That of avoiding the 5 per cent. charge by the direct purchase of paper has already been referred to. Another point arising out of this is that direct purchases would probably result in a further reduction of cost, by securing paper locally or from Europe or America at cheaper rates.

Unnecessary printing.

360. A prominent feature of the press is that it prints what it receives, without question as to whether printing is necessary. There are general instructions as to what officers can requisition the services of the press, and when matter should be typed instead of being printed. But we are informed there is much unnecessary printing, and we feel there is a strong case for a detailed examination of the work given to the press, and for the elimination of all that is superfluous. When this has been done it should not be difficult for the Superintendent of the Press, with the aid of the Finance Department, to check any further tendency in this direction.

Standing type.

361. There is a good deal of waste in standing type through delay on the part of departments in returning proofs and giving print-off orders.

Cost of Government printing.

362. It has been urged from several quarters that the printing work of Government could be done more cheaply and expeditiously by private printing firms, and that the maintenance of the Secretariat Press is an unnecessary extravagance. In some instances, this opinion is based on the vague idea that whatever is done by Government is unnecessarily costly. In others, the reference to rotary machines shows that the nature of the work done at the Secretariat Press is not appreciated. The official evidence is that the cost would be greater if the work were given to private firms.

Proposed investigation into cost of Government printing.

363. In our opinion the material for a decision of this question is not now available. It is, however, so important, in the interest of economy, that we consider it should be investigated thoroughly. The first step is to put the press on a strictly commercial basis, and to subject it to a proper costing system. This is necessary for other reasons as well, for at present no debits are raised against departments for their printing, and reliable figures of cost are not available. When the full and proper cost of the various classes of printing has been arrived at, it will be possible to decide if the work could be done more cheaply by private firms. In calling for tenders it will be necessary to explain frankly to firms the conditions under which the work will be given out, and to offer a substantial volume for a term of years. If it is found that the work can be done satisfactorily, and at smaller cost, by private firms, the case for closing the press for all but the most confidential work will, we think, be complete.

Costing system.

364. We recommend that a proper system of costing be introduced forthwith, and that departments be charged for their printing. They should be charged at suitable rates for type kept standing unnecessarily.

Forms Press.

365. Much of what has been said applies also to the Forms Press. It should be worked as a commercial undertaking with a proper costing system, departments should be charged for the forms supplied, and the

question whether the work could be done more cheaply by private firms should be settled in the manner we have indicated.

366. There are other matters connected with the Forms Press that **Forms.** require notice. Forms are either standard or non-standard. Standard forms are those which are in general use. Type-formes for these are kept standing and copies are printed off annually to meet the total requirements. A reserve stock of 25 per cent. or $12\frac{1}{2}$ per cent. of the normal annual consumption is maintained for forms that are liable to heavy or moderate supplementary demands. In other cases the reserve is fixed at 2 per cent. Non-standard forms are special forms printed for particular offices. The requisite number is printed on indent and the type is then broken up. No reserve stock of non-standard forms is maintained.

367. There are over 12,000 standard forms and 3,500 non-standard forms. We regard these figures as ridiculously in excess of what is necessary. We have been shown no less than 70 different standard forms of official letter heading, whereas we have little doubt that five would be ample. The waste in standing type must be considerable, and inasmuch as 107,500,000 forms were printed in 1921-22 the stocks must be immense. It is not possible for us to indicate the extent of the reduction that is possible, but we recommend that it be made the subject of a special enquiry, and that both standard and non-standard forms be reduced to the minimum. **Number of forms.**

368. In the matter of wasteful usage we believe the position is worse than in the case of stationery, and we think an all-round reduction of 20 per cent. would produce no appreciable inconvenience. Although the consumption of forms fluctuates more widely than the consumption of stationery we consider an attempt should be made to fix a standard annual consumption for each office, and to do away with many of the details that have now to be supplied in the form of indent. **Wasteful usage.**

369. We recommend that as a general rule no supplementary or emergent indent should be allowed. They dislocate the work of the press to a large extent, and are mainly the result of careless indenting. If this were enforced, as is done in Madras, no reserve stocks of forms would be necessary. **Supplementary and emergent indents.**

370. The Forms Press makes and issues official envelopes. Here also there are too many kinds, which a little consideration would curtail. The use of economy-labels has been introduced partially. The extended use of these labels in an intelligent manner would enable the supply of envelopes to be reduced by two-thirds, and we recommend that the supply of envelopes be decreased, and the supply of labels increased until this has been achieved. **Envelopes.**

371.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Direct purchase of paper	... 50,000	...	...
Stationery 20,000
Printing 40,000
Forms 1,00,000
Total	... 2,10,000

Net reduction ... Rs. 2,10,000



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PART II.

CHAPTER XX.

Devolution of financial powers to local authorities.

372. A matter in which we are required by our terms of reference to make a specific recommendation is whether it is desirable to relieve provincial revenues by devolving financial powers and responsibilities on local bodies in order to meet a larger expenditure on education, sanitation, agriculture, and other similar purposes, if it is decided to undertake a greater expansion of these activities. This question raises considerations of policy, as well as of finance, and we welcome the opportunity it gives of explaining at some length our views in regard to the development of what are commonly known as the nation-building departments.

373. We begin with the financial aspect, and here the salient point to remember is that the estimated annual revenue of the province is about Rs. 10½ crores which is the equivalent of £7 millions sterling. The population of the province at the recent census was 47,592,462. A large sum is also derived from the province by central taxation to supply the needs of the Central Government for the maintenance of the Army, and the administration of central departments. We do not wish to touch on the question of the financial settlement which initiated the new constitution beyond saying that the views of the local Government, which are well known, are shared by us in full. The point we wish to emphasize is that, including the revenue derived from the new taxation imposed in the current year, the estimated annual income of the province is Rs. 10½ crores only, and unless times of exceptional prosperity are ahead, it is not likely to exceed this sum to any appreciable extent except by the imposition of fresh taxation.

374. It is axiomatic that the first duties of Government are to give security, to enforce law and order, to collect the public revenues, and to provide an efficient judiciary and magistracy. These duties should be carried out at a minimum of cost, and in the proposals we have made we have endeavoured to reduce expenditure on them to the lowest that is compatible with the maintenance of security. What remains after the provision of the essential services should be devoted to the development of the resources of the country, and to what, for want of a better

collective expression, may be described as the nation-building activities. These activities, and the development of provincial resources, we regard as the life and sinews of the people.

Transferred departments.

375. In dealing with the transferred departments we have not hesitated to recommend a substantial reduction of expenditure. Our aim has been to arrest the growth of what, we think, are wrong tendencies, to dispense with superfluous staff that is consuming much of the revenues of the province, and is clogging rather than helping the machine, to simplify and to co-ordinate, so that with the money thereby made available, there may be a more healthy and rapid growth of activities that promote the advancement of the people.

Progress and expenditure.

376. If our proposals are accepted a moderate revenue surplus will be secured, the major portion of which will presumably be spent on the activities we are considering. Even so, the money available will not be sufficient to meet the developments that are needed. We have been told that a condition precedent to the realization of a sound system of primary education,—and we can think of no direction in which progress is more urgently necessary,—is the improvement of the pay of the primary school teacher in order to attract a better class of man. We have been told that it should not be less than Rs. 20 a month, or double of what now it normally is. There are 40,000 primary schools in the province, and this suggestion alone involves an increased expenditure of Rs. 48 lakhs a year, without adding a single school. Those who are conversant with conditions in the *mufassal*, and who have at heart the needs of the unassertive forty millions of people, know how much remains to be done in education, public health, medical relief, agriculture, co-operation, water supply, and in other directions. What we think is not generally recognized is the very large expenditure that even moderate progress will entail. Even when the machinery of Government has been simplified and pruned to the full, the provincial revenues, on the present basis of taxation, will be unable to furnish more than a comparatively small part of the funds ultimately required. The question we have to answer is whether, if an advance is made, the necessary funds should be obtained by provincial or by local taxation.

The practice of other countries.

377. It is evident that in whichever way additional funds are raised they can come only from the people themselves, and the question becomes one of general financial expediency. The practice of other countries affords some guide and in the last chapter of his book, "The economic life of a Bengal district," the late Major J. C. Jack gives some interesting figures. Major Jack's enquiries, which were confined to the district of Faridpur, were carried out with great care by an efficient agency under most capable supervision, and the results may be taken to be applicable broadly to the whole of rural

Bengal. The figures that have bearing on the subject we are discussing are as follows:—

		REVENUE DERIVED PER HEAD OF POPULATION.			Percentage of total revenue derived by local authority.
		By Government.	By local authority.		
		£	s.	d.	
Great Britain	...	3	17	0	37
France	...	4	16	0	25
Italy	...	2	15	0	28
Denmark	...	2	11	0	44
Sweden	...	2	4	0	45
Holland	...	3	1	0	45
Japan	...	1	2	0	28
Faridpur	...	0	3	4½	12

These figures relate to pre-war conditions. The effect of subsequent legislation in Bengal has been to increase the revenue obtained by Government and, therefore, to lower the proportion of the total revenue derived by local authorities. We think the figures we have given justify the conclusion that, in comparison with the practice of other countries, local taxation is relatively lower in rural Bengal, and that if further taxation is imposed it should be local rather than provincial.

378. There are, however, other and more important aspects to be considered. The first is the need for increased participation by the people in the management of their local affairs, and the second, which is a corollary of the first, is the value of associating responsibility with participation. Another principle of great importance is that those who enjoy benefits should pay for them. We shall, perhaps, be able to express our views most clearly if we take a concrete example. We will assume that Government have put before the legislature a far-reaching scheme of primary education which involves an immediate recurring expenditure of Rs. 50 lakhs a year, to be increased by the gradual extension of the scheme to Rs. 2 crores a year. We will assume also that the most that can be spared for this purpose from the surplus revenue of the province is Rs. 30 lakhs. The legislature by its acceptance of the scheme will have laid down the cardinal principles governing the development of primary education, and will have prescribed the

General principles.

minimum advance. On the basis of our assumptions a sum of Rs. 20 lakhs would have to be raised annually to secure the minimum observance of the scheme. The two alternatives would be to raise Rs. 20 lakhs by additional provincial taxation and make over Rs. 50 lakhs to local authorities, or to distribute the available Rs. 30 lakhs and require local authorities to raise Rs. 20 lakhs locally. We prefer the second alternative. We feel that money raised locally for a definite local object is more likely to be spent economically than money raised provincially and distributed to local bodies. A man who is called upon to pay directly and specifically for the establishment and maintenance of a village school is going to be more interested in seeing that it is a good school, and that he gets a proper return for his money, than if he pays for it indirectly in general provincial taxation. One of the greatest needs of nation-building activities is the co-operation and interest of the people benefited by them, and we know nothing more likely to bring home to the public their opportunities and responsibilities than the stimulus of local taxation. There is also an elasticity in local effort which is absent from provincial taxation; for example, much assistance in kind would probably be given by the construction and maintenance of school houses.

**Advantages
of local
effort.**

379. The case becomes stronger when we consider an advance beyond the minimum prescribed by the legislature. The minimum should be so fixed, we consider, as to demonstrate the value of the scheme, and to arouse local interest and effort. The response will be greater in some areas than in others, the rate of advance and the financial needs unequal. In such circumstances we consider there is serious objection to relying wholly on provincial taxation. If the inhabitants of a particular area desire a specially rapid development of primary education, they, and not others, should pay for it. We are opposed to the use of provincial revenues to confer exceptional, though desirable, benefits on particular localities. Another point follows from this. It is that by relying on local rather than on provincial taxation greater scope and incentive are given to local effort.

Views.

380. It will be clear, we hope, from what has been said what our views are. Briefly they are that the legislature, on the initiation of Government, should lay down the principle to be observed, and the minimum advance to be made, pitching the minimum sufficiently high to demonstrate the real value of the scheme enforced. Administration would be in the hands of local authorities, but control should be exercised by Government by means of grants from provincial revenues, and it should be open to Government to regulate the amount of the grant in accordance with the degree of local effort. In the event of failure to make the minimum advance, Government should be empowered to take the matter out of the hands of the local authority, and to give

effect to the law. The whole of the money required, apart from the Government grants, should be raised by local taxation.

381. It has been represented to us that it would be unwise to put on local authorities the odium attaching to taxation, as being a feature which in itself is likely to detract from the popularity of nation-building activities. We have met this in part by the suggestion that the State should insist on a minimum achievement by local bodies. This insistence will relieve local bodies, to that extent, of the responsibility for the taxation it entails. But we think the proper answer to this objection is a much wider one, and that the issue is between an intermittent feeding with Government grants without the vital association of the people in the activities that affect them so closely, and the quickening influence of democratic government conferring wide opportunities and responsibilities. We entertain no doubt as to which is the right course, and we recommend that if it is decided to incur larger expenditure on education, sanitation, agriculture, and other similar purposes, the necessary funds should be obtained by devolving financial powers and responsibilities, in the way we have indicated, on local bodies.

382. We are of opinion that before recourse is had to a substantial extension of local taxation, the views expressed by Major Jack in his book, to which reference has already been made, should receive careful consideration. We are not satisfied that either the cess or the chaukidari tax affords an ideal form of taxation from the point of view of an equitable distribution of the burden.

383. In our remarks on individual departments we have recommended the transference of certain financial responsibilities from the local Government to local authorities. We have not gone as far as we should like to have gone, because we realize that until a decision has been reached on the questions raised in this chapter it would only add to the financial embarrassment of local bodies. But on the lines we have indicated we would like to see a considerable transference to local control of activities now undertaken in whole or in part by Government. For instance, we consider that, as a general rule, all district hospitals and dispensaries should cease ultimately to be a direct charge on provincial revenues. We see no reason why Government should pay any part of the salaries of district health officers, nor why local authorities should not pay in full for the services of medical officers lent to them. We think that Government should lay down a progressive policy, should insist on a minimum of achievement, should give by way of grants what is reasonable and can be met from provincial revenues, and that what is required in addition should be raised by local taxation.

384. There is another important matter to which we wish to refer. When dealing with agriculture, co-operation, and industries we have recommended the elimination to a large extent of separate district agencies, and the concentration of the work in the hands of the circle

officer, where he exists, and of the ordinary district staff elsewhere. This recommendation, though generally accepted on the ground of economy, has been subjected to one important criticism. It has been urged that by placing this work under the control of the District Officer, local self-government in the widest sense will become officialized, and that its progress will be retarded through lack of association with it of the best non-official workers. The present tendency being to rely more and more on non-official agency, our proposal has been stigmatized as retrograde. We are in full accord with the feeling underlying this criticism, and we have been at some pains to indicate the paramount importance, in our opinion, of the close association of non-officials with the activities of the transferred departments. The position now is that the departments in question are manned by officials, each with its own separate hierarchy down to the lowest order. We recognize, however, that the district representatives of these departments do not exercise the same degree of official influence, as does a circle officer backed by his Collector. While we recognize the force of the criticism, we think it is more theoretical than practical, and that it fails to take into account the significant change introduced by the reformed government. The District Officer is no less the servant of the Governor acting with the advice of his Minister than he is the servant of the Governor in Council. The policy of the transferred departments is in the hands of Ministers commanding the confidence of the legislature, and it is their policy that the District Officer is required to carry out. In giving effect to the policy that is laid down for him the District Officer can have no option but to work in the closest association with non-official bodies and individuals.

**Need for the
District
Officer's
services.**

385. We feel there is another important aspect of this question that needs to be emphasized. The most vital need for many years to come will be the development of self-governing institutions side by side with the expansion of the resources of the province. It is work that will demand high administrative qualities, driving force, and strict impartiality. We have looked for an agency of this character in the districts, and we are convinced there is no one so suitable as the District Officer provided he works in close association with the local authorities. We go further than this and say that if the District Officer is omitted from the scheme of nation-building development, a most powerful agency for good will have been discarded. We do not believe that the people or the Government can afford to dispense with the services which the District Officer is capable of rendering, and which, we believe, he is ready to give, notwithstanding the altered conditions, to the best of his ability.

Suggestions.

386. We have been told that circle officers are inclined to regard themselves as responsible only to the Collector, and to ignore the wishes

of the District Board in regard to the extension of village self-government. We do not know if this evidence voices a general feeling, but we think there should be little difficulty in ensuring the proper co-ordination of official and non-official effort. The main work of a District Board is conducted by committees, and we suggest that, if it is not already the case, a committee should be appointed by each District Board, with the Chairman of the Board as Chairman of the committee, to transact the business of the Board in regard to village self-government. The District Officer should attend the meetings of the committee without the right to vote on any of its proceedings. He should be present to give information, to offer advice, and to obtain first-hand the wishes of the committee, and of the District Board, in matters of village self-government. As the executive officer of Government serving local needs, the District Officer would give effect to the wishes of the District Board unless he considered they conflicted with the orders of Government. By some such arrangement as this, we believe the proper order of things, by which the District Officer and his subordinates would work with and on behalf of the District Board, would be secured. In other activities, such as agriculture and co-operation, we think advantage would accrue from the association of advisory district committees with the District Officer.



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CHAPTER XXI.

Indianization of the services.

**Government
of India
Act 1919.**

387. No recommendations for effecting all possible reductions in the expenditure of the local Government would be complete without a reference to the Indianization of the services. This matter has been the subject of much consideration and discussion, and the Royal Commission on the Public Services in India make important recommendations in regard to it as late as August 1915. Since that date, however, the position has been materially altered by the declaration of 1917, and the passing of the Government of India Act, 1919. The preamble to the Act declares the accepted policy of providing for the increasing association of Indians in every branch of the administration, by means of advances, the time and manner of which are to be determined by Parliament.

**Importance
to provincial
Government.**

388. It is perhaps desirable to emphasize the increased interest of the local Government in this question since the introduction by the reforms of provincial financial independence. The financial position and outlook of the province can scarcely be regarded as satisfactory, and without further taxation there is little prospect of substantial improvement except by the reduction of expenditure. When little money is available for the development of much-needed activities, the maintenance of a more expensive agency than is necessary constitutes a drain on provincial resources that is open to criticism. We are aware that the question of the Indianization of the services cannot be judged by financial considerations alone, but it is obviously one that has an important financial bearing.

**Advance
advocated.**

389. Recognizing that the time and manner of each advance must be determined by Parliament, we propose to offer very general suggestions. In our view some advance beyond the present position in the direction of increased Indianization is possible in all services, without impairing the character and efficiency of the administration. In the security services, in which we include the Indian Civil Service and the Indian Police, the advance must of necessity be slower than elsewhere, but we consider that the judicial service might be Indianized with some rapidity by the recruitment to it in future of non-Europeans only. We see no difficulty in this, and it would give appreciable financial relief. In other services the general advance might be equally rapid, although in many departments European officers will be necessary for some years to come, partly for the maintenance of western standards, and partly because a sufficient number of Indians with the necessary qualifications are not

available. The Indian Medical Service and the Imperial Forest Service are cases in point. In the Education Department we feel it will be necessary to reserve certain posts for Europeans, but with these exceptions complete Indianization seems desirable. We do not wish, nor do we feel competent, to go into greater detail, but we recommend that, in the interests of the reduction of expenditure, as large a measure of Indianization as is practicable should be given effect to.

390. A matter that seems to call for the most careful consideration is the manner in which Indianization should proceed. The alternatives are the increased recruitment of Indians to the Imperial services, and the formation of purely provincial services embracing the posts that Imperial officers now hold. When the number of Indians in the All-India services was small their remuneration at European rates of pay was of slight importance, but the continued recruitment of Indians in this manner must, we think, result in an unnecessary and unjustifiable burden on provincial finances. Ultimately, the legislature will control the conditions of service of the administrative agency, and the legislature will probably insist on taking into the public services men of its own province on terms that are based on purely provincial considerations, without reference to European or All-India conditions. Europeans, presumably, will be recruited in so far as they are required as members of the provincial services, with special concessions in the form of overseas allowance, and in other directions. We know that these conditions have not yet been reached, but they are probably not far distant, and, in any event, we feel strongly that they should be recognized, and that Indianization, to the extent of its advance, should proceed on provincial rather than on All-India lines.

**Lines on
which Indian-
ization
should
proceed.**

391. There is another factor that has an important bearing in this matter. We believe there is no doubt that at the present time the provincial services attract the best candidates the province can produce, and this would certainly be the case with a provincial service that offered higher attractions in the shape of posts now reserved for an Imperial service. We consider there is no case for paying more than will attract the best men of the province. The present system, if persisted in, must lead in time to the employment of an indigenous agency at an unnecessarily high rate of remuneration, and to an unjustifiable imposition on provincial revenues. Much harm has already resulted. The recruitment of Indians to the All-India services has created an unnecessarily high standard of remuneration in the provincial and subordinate services, and has led, in some instances, to the promotion of Indians from a provincial to an Imperial service without any increase of duties or responsibilities. We consider that the recruitment of Indians on the present terms to the All-India services should cease, and that such Indianization as may be determined on should be made from the sole standpoint of provincial conditions.

**Provincializa-
tion of
services.**

CHAPTER XXII.

Pay of the services.

**Recent
revision.**

392. In the last few years there has been a substantial improvement in the pay of all services. The question was gone into with great care by the Public Services Commission, who laid down the criterion that Government should pay so much, and so much only, to their employees as is necessary to obtain recruits of the right stamp, and to maintain them in such a degree of comfort and dignity as will shield them from temptation, and keep them efficient for the term of their services. This criterion, we think, still holds good. We shall consider the All-India services first.

**All-India
services.**

393. We do not propose any general alteration in the pay of the All-India services. In the case of European officers, who are subject to increased cost of living in India and Europe, increased educational expenses, and increased passage fares when they go on leave, we feel no reduction would be possible without seriously affecting recruitment. We have indicated elsewhere that we are opposed to the further recruitment of Indians to the All-India services on the present terms. If, however, it is decided to continue to recruit Indians to the All-India services we think there should be an adjustment of pay to ensure that an Indian officer is paid at substantially lower rates than an European officer. It appears to us that the difference of pay represented by the present scale of overseas allowance is inadequate, and we consider that having regard to the inherent differences in the conditions of service, the pay of an Indian member of an All-Indian service should be two-thirds of the pay of an European officer of the same standing. We propose to effect this by increasing the overseas allowance, which ranks as pay, so that the scale of pay minus the overseas allowance is two-thirds of the present scale including overseas allowance. Thus the initial pay of the Indian Civil Service is Rs. 600 including Rs. 150 as overseas allowance. By our proposal the total would remain unaltered, but the pay would be Rs. 400 and the overseas allowance Rs. 200. An Indian officer would draw Rs. 400 and an European officer Rs. 600. We propose that this should be applied throughout in the case of posts reserved for the All-India services. We think this recommendation, which has received overwhelming support from witnesses of all shades of opinion, requires no special justification, but there is a precedent that supports it. The pay of a Member of the Secretary of State's Council is £1,200, and Indian Members receive, in addition, an overseas allowance of £600.

We suggest that the application of this principle to Indian Members of the Executive Council, and to Ministers would be suitable.

394. In regard to services, other than the All-India services, and to individual posts held by Indians not included in any service, we think an all-round reduction of pay is called for. The recent revisions of pay were initiated by the Public Services Commission, though their recommendations have been exceeded. When, on account of the war, prices began to rise, establishments were granted relief in the form of temporary allowances, which continued until they were replaced by permanent revisions on a time-scale basis. Most of the revisions were made in the year 1920, when prices were at their highest, and we think it was precipitate to stabilise rates of pay at that juncture. There has certainly been a fall in the cost of living since 1920, and tendencies point to a continuance in this direction. In Bombay an attempt to estimate the fluctuations in the cost of living gives the following index figures:—

October 1920	...	193
October 1922	...	162

or a fall of 16 per cent. We do not attach much importance to these figures, but they support our view that there has been a marked fall in the cost of living since the pay of the provincial and subordinate services was revised.

395. The evidence we have received is whole-heartedly in favour of a reduction of pay, and the general feeling is that unnecessary generosity was shown when the revisions were made. Some services were treated exceptionally well, and we shall refer to these later. But as a general measure of economy we recommend the application of the following percentage reductions to all officers not members of the All-India services and not employed on specific contracts:—

Present pay.	Percentage of reduction.
Rs. 250 or less	Nil.
More than Rs. 250 and not less than Rs. 500	5
More than Rs. 500 and not less than Rs. 1,000	10
More than Rs. 1,000 and not less than Rs. 1,500	15
More than Rs. 1,500 and not less than Rs. 2,000	25
More than Rs. 2,000	33½

Adjustments will be necessary at the points where the percentages change.

396. We do not propose to attempt to suggest the time-scale rates of pay that would follow from this recommendation. We recognize that some rounding off will be required, and that the local Government require no assistance from us in the matter. We do not propose that existing pay should be reduced, but that increments should be withheld until an advance is permissible under the new time-scale of pay.

Special cases. 397. There are two classes of officers who, we think, were dealt with exceptionally generously under the recent revision. Inspectors of excise, who were formerly on a rate of pay a little inferior to inspectors of police, have been granted the same scale as the subordinate executive service. We agree with the view that this is unnecessary, and we recommend that they be put on the same scale of pay as inspectors of police. Munsiffs, by general consent, are being paid more than an economic wage. Their maximum was raised from Rs. 500 to Rs. 700 at the late revision. We think it should not exceed Rs. 600 in present conditions. We also think their pay on confirmation should not exceed Rs. 300.

Proposed pay on provincialization of services. 398. Our remarks hitherto have reference to conditions as they are, and we wish now to give in outline our views in regard to the general scales of pay that should be observed in the future when the Indianization of the services proceeds on a provincial basis as we have recommended. We think there should be two grades of service in each branch of the administration, a provincial and a subordinate. The provincial service would embrace, as we have explained, posts of district rank. In the judicial service, for instance, the posts of District and Sessions Judge would be filled by members of the provincial judicial service. We contemplate an initial pay on confirmation ranging from Rs. 200 to Rs. 275. The maximum for officers not holding posts of district rank should, we think, range from Rs. 650 to Rs. 750. Selection grades would be unnecessary in view of the added prospects. On attaining district rank we think a range of pay from Rs. 800 to Rs. 1,000 as the minimum, and Rs. 1,250 to Rs. 1,500 as the maximum, would be suitable. To explain our proposals we suggest the following as suitable rates of pay for the provincial judicial and police services:—

(a) Judicial—

Rs. 275 on confirmation.

Rs. 275 to Rs. 750 as a judicial officer of less than district rank.

Rs. 900 to Rs. 1,250 as an Assistant Sessions Judge.

Rs. 1,000 to Rs. 1,500 as a District and Sessions Judge.

(b) Police—

Rs. 200 on confirmation.

Rs. 200 to Rs. 650 as a police officer of less than district rank.

Rs. 800 to Rs. 1,250 as a Superintendent of Police.

Subordinate services. 399. The subordinate services would require a wider range of pay than the provincial services, but we think the highest pay on confirmation should be Rs. 175 and the maximum pay of the service Rs. 500. Although we would not absolutely debar promotion from the subordinate to the provincial service, we think recruitment to the latter should

ordinarily be direct. In this view a selection grade not in excess of Rs. 550 might be provided. There is at present no subordinate judicial service. We think there should be one, especially if any appreciable Indianization of the higher judicial service takes place. We think this for two reasons. The first is that officers should not be too old when they become District and Sessions Judges, and the second is that the work of a munsiff is of a character that can, and should, be performed by a cheaper agency than the provincial service would provide. Members of the provincial service would, of course, be munsiffs as part of their necessary training and experience, but we regard this class of judicial work as being of a calibre that can be discharged by a subordinate service.

400. We think there is no sound reason for the judicial pay of **Judicial allowance.** Rs. 150 which is now given to members of the Indian Civil Service on the judicial side. We have been told that judicial work is more irksome than executive work. It probably is, but it normally affords more leisure and peace. In our view there is no practical difference between the conditions of the two branches of the service that requires compensation in the form of additional pay. The personal wishes of officers are consulted and deferred to as far as possible, and we think nothing further is needed.

401.

Minor or detailed head.	ESTIMATED		
	Savings. Rs.	Increase of revenue. Rs.	Loss of income. Rs.
Pay 	9,00,000	...	...
Total ...	9,00,000	...	...
Net reduction		... Rs. 9,00,000	

CHAPTER XXIII.

Holidays, Leave, and the Hill Exodus.

Holidays.

402. We recommend that the Government holidays should be restricted to public holidays. These amount to 81 days in the year, including Sundays, and appear to us to be a liberal allowance. It is difficult to justify anything in excess of this, and if business houses find public holidays sufficient, Government, whose establishments on the whole are better treated in matters of pay, pension, and hours of attendance, would appear to have no grounds for exceeding them. This proposal would eliminate 10 Government holidays a year. We have dealt with the question of civil court holidays in the chapter on the administration of justice.

Effect of reduction of holidays.

403. Although we have been told that establishments in executive offices in the *mufassal* are fully employed, we understand that the last Saturday of the month is observed as a holiday as a general rule. If this were not the practice, and if the holidays were reduced as we have suggested, executive establishments would increase their working days by 22 in the year, or by 8 per cent. That this represents money will be clear by applying it to an establishment of 3,000 officers. An increase of 8 per cent. in the number of working days, would, other things being equal, permit of a reduction of 240 on an arithmetical basis, and of certainly over 200 actually. Taking an average monthly pay of Rs. 50 the salaries bill for 200 officers would come to Rs. 1,20,000, and their total cost to not less than Rs. 2 lakhs. We think there is room for economy here, and that the adoption of our proposals would, at least, meet the complaint of overwork in executive offices, and make further increases of staff unnecessary.

Leave.

404. We understand that since the introduction of the fundamental rules the charges on account of leave have materially increased. The provision by which an officer serving in his own country is able to take four months' leave at a time on full average salary seems to us to be extraordinarily generous, and, in view of the fact that he works for only 78 per cent. of the year in any case, quite unnecessary. We think the general principle should be that an officer serving in his own country ordinarily requires only one month's leave in the year, and we suggest that the leave rules should be modified to conform to this. We think, also, that except for special reasons, no leave should be granted to inferior Government servants if extra cost is thereby entailed.

405. We attach considerable importance to the proper regulation of leave, because it has a direct bearing on the strength of the various cadres. If our recommendations are adopted, a revision of the cadre will be necessary in many instances, and we consider the strength of future cadres should be based on the more moderate leave rules we have advocated.

**Cadres
to be fixed
on basis of
revised leave
rules.**

406. The bi-annual exodus of Government to the hills has been **Hill exodus.** criticised on the ground of expense, as well as of administrative inconvenience. We are aware that the magnitude of the exodus has been curtailed in recent years, but we consider the objections to it still remain. The fact that the Governor stays in Darjeeling for two periods of six weeks to two months each does not, in our opinion, justify the present practice. The needs of administration would be met by the Members and Ministers being in Darjeeling for two or three weeks in the middle of the Governor's stay to attend meetings of the whole Government and of the Executive Council, and for the disposal of work. During this short period no inconvenience would result from Secretaries, and heads of departments, and their staffs remaining in Calcutta, and the disadvantages arising from dislocation of work, and from the absence from headquarters for nearly four months in the year of important Government officials, would be avoided. The course we advocate is already followed during extended tours of the Governor to Dacca and eastern Bengal, and also, we believe, by the Government of India on the occasion of the Viceroy's visit to Calcutta.

407.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
Leave	Rs.	Rs.	Rs.
Leave	1,50,000	...	...
Hill exodus	Rs.	Rs.	Rs.
Hill exodus	60,000	...	...
Total	2,10,000	...	...

Net reduction ... Rs. 2,10,000.

CHAPTER XXIV.

Travelling and other allowances.

Increase of expenditure.

408. The total expenditure of Government on account of travelling allowance during the last three years is as follows:—

	Rs.
1919-20	... ... 32,16,630
1920-21	... ... 35,75,154
1921-22	... ... 41,33,317

The increase of over Rs. 9 lakhs in two years is due in part to the increase of railway fares, and to the liberalization of the rates of travelling allowance especially in the case of transfers. The enlargement of the Legislative Council has resulted in an increased expenditure under this head of Rs. 1 lakh. Of the increase of Rs. 9 lakhs in the last two years the Police, district executive force, are responsible for no less than Rs. 3,53,000.

Defects of Present rules.

409. We have received a considerable amount of useful evidence on this subject, though by no means all on one side. Among non-officials there is a general belief that travelling is a source of profit in many instances. The official view is that there is no profit on the average, and that in districts where the bulk of the touring has to be done by road it is impossible for a responsible officer to avoid loss. We think there is something to be said on both sides. The rates for bullock carts have undoubtedly increased considerably in recent years, and touring by road, which does not strain at earning mileage, cannot, we think, leave any profit when a reasonable amount of equipment is carried. We are, in fact, prepared to accept the evidence of several witnesses that it results in a loss. In water districts, again, we think there is no doubt that subdivisional officers who are required to tour in green-boats cannot cover their legitimate expenses from the present rates of travelling allowance. In urban areas where much touring is required to be done within a radius of five miles from headquarters, and is done in a privately-owned car, we can understand loss must result. On the other hand we have no doubt that in many instances travelling allowance is a source of considerable profit. Officers who are entitled to travel by train in the first class draw the allowance on that basis, but pay for and travel in second class accommodation, and touring is often

uneconomically arranged so as to necessitate long and frequent train journeys. By road the prospect of earning mileage for distances over 20 miles is a temptation that many officers cannot resist, and is a source of abuse. Specific instances of extravagance have been brought to our notice. Excise superintendents in districts draw travelling allowance at the same rates as District Officers, and the Co-operative Department have gone further than this by securing higher rates in the Darjeeling district than the Deputy Commissioner himself draws. We have been told by several witnesses that the travelling allowance bills of inspectors of police have reached unwarranted figures since the abolition of the fixed daily rate. In another case we have been told of a police officer, whose pay is Rs. 800 a month, who on the average of five months in the current year has drawn Rs. 486 a month as travelling allowance. Some gross instances of travelling allowance "hunting" have been brought to our notice in the Agricultural Department, and recent debates in the Legislative Council have pointed to extravagances in travelling allowance among members of that Council.

410. It is impossible to devise any system of travelling allowance that will be proof against all abuses, but our aim in the suggestions we have to make is to reduce the opportunity for abuse to the minimum. At the same time we desire to see legitimate touring made possible throughout the province without personal loss to officers. We know that much depends on the style in which an officer travels, and that different officers have different ideas of comfort. Our suggestions proceed from the assumption that the rates of travelling allowance should be based on the requirements of an average man of moderate tastes.

411. We think the recent increase in railway fares requires a modification of the rule which permits two fares of the class by which an officer is entitled to travel. The second fare is intended to cover servants' fares and miscellaneous expenses to which an officer is put on the journey, and it is clear that an increase in the railway fares automatically gives an increased sum for these purposes. There is little doubt that journeys by train are one of the main sources of profit, and we recommend that the rule now in force in the Bombay Presidency should be adopted and that $1\frac{3}{5}$ and not two fares of the appropriate class be granted. It has been suggested to us that a preferable course would be to grant a single fare plus the ordinary daily allowance, but we are inclined to the view that this would give too large an allowance for short journeys, and too small an allowance for long journeys. An allowance which has relation to the duration of the journey, as reflected by the fare, is, we consider, the most suitable.

412. We propose that the rule by which mileage is earned for distances by road in excess of 20 miles should be cancelled. This is a

Road Journeys.

Basis of recommendations.

most fertile source of profit, and we attach much importance to its abolition. Not only does it lead to extravagance, but it provokes needless and unprofitable touring.

Daily allowance.

413. Our aim being to enable legitimate touring to be performed without personal loss we recommend, as an essential part of our proposals, an increase in the daily allowances which officers are now entitled to draw. The amount of the increase will require examination, but we suggest it should not exceed the present rates by more than 25 per cent.

Special means of conveyance.

414. We think that these proposals should be applied without exception, but that where Government are satisfied that it is in the public interests that an officer should use a special means of conveyance such as a motor car, a motor cycle, or a boat, a special monthly conveyance allowance of an appropriate amount should be allowed, in addition to the travelling allowance earned under the ordinary rules.

Travelling allowance of members of the Legislative Council.

415. We have seen a copy of the report of the Committee appointed to consider the amendment of the travelling allowance rules applicable to members of the Legislative Council. The proposals we have made, should, we think, be applied no less to members of the Legislative Council than to Government officers.

Present classification of Government servants.

416. For the purpose of calculating travelling allowance Government servants in Bengal are divided into four grades:—

- (a) The first grade includes all Government servants in receipt of pay exceeding Rs. 600;
- (b) the second grade includes all Government servants in receipt of pay exceeding Rs. 125 but not exceeding Rs. 600;
- (c) the third grade includes all Government servants in superior service, except forest guards, in receipt of pay not exceeding Rs. 125; and
- (d) the fourth grade includes forest guards, and all Government servants in inferior service.

The exceptions to this general rule are to be found in Appendix 18 to the Civil Service Regulations and are fairly numerous.

Proposed classification.

417. We are supported by both official and non-official evidence in regarding this rule and its exceptions as unsuitable in principle. We see no reason why a deputy collector on a pay of Rs. 650 should be graded higher for travelling allowance than a deputy collector on Rs. 550, and we think the criterion should be the status of the service, and that all officers of the same service should be treated alike. The criterion of pay is perhaps helpful as indicating status where definite service conditions do not prevail, but it becomes meaningless to us when used to discriminate between different members of the same service.

While retaining the third and fourth grades substantially as defined in the rule we have quoted, we would modify the definitions of the first two grades, and our recommendation is that no member of a provincial service should be placed in the first grade unless he is occupying a post of at least district rank, and is in receipt of a pay of not less than Rs. 800. We attach the condition of pay because there are some officers holding district rank, such as district inspectors of schools, who, but for this, would be entitled to a higher rate of travelling allowance than we consider is necessary. The effect of this recommendation is to reserve the first grade for members of the Imperial services, and for members of provincial services who satisfy the two conditions we have laid down. All other provincial service officers would be included in the second grade. The exceptions contained in Appendix 18 to the Civil Service Regulations we would cancel. We regard them as unnecessary and extravagant. It should not be difficult to decide which of the subordinate services should be included in the second grade. Sub-deputy collectors attached to district staffs, for instance, should, we think, be entitled to second grade rates.

418. It seems to us to be sound in a matter like this to have regard to the ordinary customs and practice of the class from which a service is drawn. We believe that members of the provincial services when travelling on their private affairs, and at their own expense, travel second class by rail, and we do not think there is anything unreasonable in requiring them to observe the same practice when travelling on the public service. We consider the rates applicable to the second grade are ample for all provincial service officers, and we would depart from this only when an officer assumes an official position which, in the interests of good administration, requires an official, rather than a personal standard to be observed. Our criterion in this matter has already been explained.

419. In the case of officers who are engaged on duties requiring constant touring we advocate a fixed monthly travelling allowance.

Basis of proposed classification.

Fixed travelling allowance.

Control and punishment.

420. No set of rules, however carefully drawn up, will secure economy unless controlling officers do their work thoroughly. We think there are good grounds for saying that there is room for more effective control and we recommend that this be enjoined. At the same time we think it is most desirable that an officer who deliberately sets out to make profit from travelling allowance, either by travelling by rail in a lower class than he is expected to, or by undertaking needless or extravagant touring, should suffer exemplary punishment.

421. The only allowances contemplated by the fundamental rules are compensatory allowances. Personal or special pay are provided for under prescribed conditions. We recommend that a detailed examination be made of the different allowances now being drawn in each

Other allowances.

department. We refer in the chapter on the Medical Department to some instances of unnecessary allowances, and we think there are many others. Land Acquisition Officers seem to be specially favoured in this respect. The first Land Acquisition Officer, Calcutta, has been in receipt of a duty allowance of Rs. 10 a day for four years. The importance of the post does not warrant the emoluments which this officer now draws. A maximum of Rs. 2,650 plus a conveyance allowance would be ample. Additional remuneration which was formerly given by an allowance is now usually merged as special or personal pay in the pay of a temporary post. Our recommendation covers the examination of all such cases. We have dealt with judicial pay in the chapter on the pay of the services.

422.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
Travelling and other allowances ...	Rs. 7,00,000	Rs. ...	Rs. ...
Total ...	7,00,000

Net reduction ... Rs. 7,00,000



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CHAPTER XXV.

Floating craft.

423. The craft under the local Government, inclusive of the river Number police, comprises 72 launches, 13 motor boats, and 138 other of craft. boats. Its maintenance charges in the year 1921-22 amounted to over Rs. 8 lakhs. We have commented in the appropriate chapter on the reduction of the River police, and the release of superfluous craft. We propose to deal here on broad lines with the economic use and maintenance of all Government-owned craft.

424. With the exception of the River police, which is a self-contained Present position. unit, the general position is that the various launches are controlled departmentally and are used for varying periods throughout the year by the officers to whom they are allotted. There is a certain amount of accommodation between departments, but the figures we have obtained show that many launches are used for a short period only in the year, although they maintain full crews, who for several months do nothing beyond keeping their vessels clean and ready for use. There seems to be no co-ordinated attempt to meet the needs of all departments in a given area by the maintenance at a convenient centre of a sufficient, but not unnecessarily large, number of launches.

425. Our suggestion is that the province should be divided into two divisions, east and west, and that the launches of each division should be placed in the charge of an officer working under the direct control of the Marine Department. In each division there would be control stations chosen according to their geographical and political value for the assembly of launches to serve the needs of all departments in a particular area. These launches would be in the charge of a subordinate officer or *ghat serang*, who would be responsible to the controlling officer for their efficient upkeep and readiness for duty when required. The controlling officer would make periodical inspections of the control stations, and be responsible to Government for the economic and efficient maintenance of the fleet in his division. Proposals.

426. It follows from this proposal that launches would be obtained only on requisition from the controlling officer. It will be for Government to determine what officers are entitled to use a launch, and to specify by rule the circumstances and conditions in which they may be used. An entitled officer requiring a launch would requisition for one on a form provided for the purpose, the original being sent to the controlling officer, and the duplicate to the *ghat serang* at the control station. The Procedure outlined.

ghat serang would act on a requisition without further orders, but it would be the duty of the controlling officer to instruct the *ghat serang* not to provide a launch if in his opinion the requisition offended against the rules laid down by Government. In such a case the controlling officer would inform the requisition officer of the grounds of his refusal to supply a launch.

**Application
of proposals.**

427. The procedure we have outlined should, we consider, be applied to all launches and vessels other than those employed on police patrol work. In a few instances a department may require the use of one or more launches for several months at a time, as, for instance, for forest inspection in the Sunderbans. There seems to be no objection to a requisition for an extended period being granted, but we are strongly of opinion that if real economy is to be maintained, the use of all launches should be regulated in the manner we have proposed with the single exception of vessels engaged in police patrol work.

**Defects of
present
system.**

428. We do not feel competent to make definite proposals as regards the number of launches that will be required, the control stations that should be maintained, or the detailed rules that should be promulgated. It will be obvious, however, that a control station should serve as large an area as is practical if the maximum of economy is to be obtained. The use of launches for short distances between steamer ghats is a waste of money, for the cost of raising steam is out of all proportion to the advantage derived. Similarly, it is an unnecessary extravagance for the head of a department to take a launch from Calcutta to tour in Eastern Bengal. By our proposals he could travel by public conveyance to the area of his projected tour, having previously requisitioned for a launch from the most convenient control station. We think the present system induces extravagance by the unnecessary use of launches. An officer with a launch always at his disposal is prone to avail himself of it for unnecessary journeys or for journeys which could be made otherwise at smaller public expense. We believe careful supervision would lead to the diminished use of launches without any loss of efficiency. The proper regulation of their use, combined with the system of control we have advocated by which launches will not be used unnecessarily, and will not lie idle for several months in the year, will, we believe, enable a substantial reduction to be made.

**Advantages
of proposals.**

429. The advantages attaching to our proposals are:—

- (a) A reduction in the number of launches.
- (b) The establishment would be reduced to a working minimum. It would be sufficient to retain only 75 per cent. of the ratings required to man the vessels, and experience will probably show that this percentage is too high. A caretaker would be placed on board each vessel, and the whole fleet would be kept in good condition by the men not employed on launches which might be on tour. If there was a sudden

rush of requisitions, and it was found that the establishment was not sufficient to man the number of vessels required, daily men could be employed, care being taken that a sufficient number of certificated men were available for each vessel.

- (c) The vessels would be in the charge of an officer experienced in matters such as the supply of paint, coal, and stores, which would be worked out on a uniform and economical basis. Departmental officers at present are to a large extent in the hands of their *serangs* and drivers in these matters.
- (d) The launches would be better cared for, and, therefore, more efficient, and their life prolonged.

430. Another important question is the regular survey and repair of launches. Though in theory launches are now surveyed yearly, in practice this is not always done, and there is no businesslike control of the work of repairs. Departments send their launches to private engineering firms to be overhauled and repaired, but being non-technical, they are not in a position to know if only the necessary work has been done, or if the charges made are reasonable. The aim should be to have reliable technical officers to advise as to what repairs are necessary, and to see that they are properly carried out at a reasonable cost. The situation in this respect is different in the two parts of the province. The Police Department maintain at Narainganj a dockyard for the repair of the vessels of the river police. We recommend that this dockyard be placed in the charge of the Marine Department and utilized, after expansion if necessary, for the repair of all Government vessels, including those of the river police, in the eastern division. Similar facilities are not available in Calcutta, but arrangements can probably be made with the Port Commissioners for the repair of vessels in the western division. Failing this, tenders should be called for from reliable engineering firms. The important thing is to insist that each vessel is surveyed and overhauled annually, and that repairs when carried out are passed by a competent officer before the bills are paid. For this work we suggest the Engineer and Ship Surveyor of Chittagong, and one of the Engineers and Ship Surveyors of the Calcutta Port should be made responsible, for the east and west divisions respectively.

431. The purchase of stores is another matter that deserves examination. Their purchase at retail prices by individual departments must be extravagant, and we recommend that they be purchased in bulk for each division on the basis of the annual requirements of all the floating craft dealt with.

432. Our recommendations involve the appointment of experienced controlling officers who will be directly responsible to Government. We suggest that the Deputy or Assistant Port Officer of Calcutta would be a suitable officer for the west division. For the east division the engineer in charge of the dockyard at Narainganj might be employed,

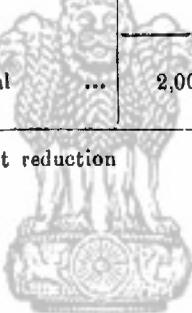
but if it is considered the executive work as controlling officer would interfere with his primary duties in connection with the dockyard we would suggest the Port Officer, Chittagong. A small allowance in addition to the pay of his substantive post would be sufficient remuneration for each officer for the work we contemplate.

**Motor
Launches.**

433. We think the suitability of motor launches for use in Bengal might be investigated with advantage. There is probably a scarcity of reliable drivers, but this difficulty might be overcome. The expenditure on maintenance charges would be considerably reduced if motor launches could be substituted for steam launches in any numbers.

434.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Launches 	2,00,000	.....	.....
Total 	2,00,000	...	...
Net reduction	... Rs. 2,00,000		



সত্যমেব জয়ন্তে

CHAPTER XXVI.

Rented buildings and telephones.

(a) Rented buildings.

435. The total amount of rent paid by the local Government for **Cost.** residential and office buildings is approximately Rs. 13 lakhs a year. Of this sum the Police Department is responsible for over Rs. 8 lakhs, divided almost equally between Calcutta and the *mufassal*, and the balance is accounted for by other departments. We have made proposals when dealing with the various departments that will reduce the amount of accommodation required, but the residue, after making allowance for this, involves a heavy expenditure.

436. Conditions in the *mufassal* are very different from those in **Proposals for the "mufassal."** Calcutta. Government buildings are required for police-stations, registration offices and other purposes in rural places where accommodation is scarce and often unsuitable. Here there are no considerations of main thoroughfares, and side streets, the need is for a suitable building within a reasonable distance from a particular locality. Given the need for a permanent office, it is clearly more economical to build, and we consider that, provided a modest standard of buildings is observed, the proper course is for Government, by means of a loan, to undertake the construction of the necessary departmental offices. There will be no economy in this if unnecessarily substantial and extravagant buildings are constructed, and before a building programme is undertaken a decision as to the types of buildings required should be reached.

437. As regards Calcutta, we have dealt with the Police in the appropriate chapter. Otherwise, we think, the main defect is that there is no central control as to the amount and character of hired accommodation. The consent of the Finance Department is obtained to the rent that it is proposed to pay, but this in itself is not sufficient. The first need is for some standards regulating the amount of accommodation admissible, and the second is for a controlling authority to ensure that a department does not hire a building in an unnecessarily expensive thoroughfare, or when sufficient accommodation is already available elsewhere. At present there is no attempt at co-ordination. A department requiring an office selects not only the locality, but also the extent of the accommodation, without reference to any other authority, until it presents the bill to the Finance Department. This procedure has resulted in several instances of extravagance. For instance, the

offices of the Executive Engineer, Khulna Division, and of the Executive Engineer, Grand Trunk Canal, are located in Bowbazar Street at a monthly rental of Rs. 1,023. The Inspector of Schools, Presidency Division, and his subordinate Inspecting officers occupy premises in Dalhousie Square at a monthly rental of Rs. 2,814. The Inspectress of Schools, Presidency and Burdwan Divisions, is also located in Dalhousie Square and pays a rent of Rs. 621 a month. The Inspector of European Schools has his office in Humayon Place and pays Rs. 400 a month for it. The rent of the office of the Director of Surveys in Bentinck Street is Rs. 2,500 a month, and the Industries Department occupy a building in Free School Street at a monthly rental of Rs. 3,500, at least one-third of which has never been occupied.

**Defects
of present
system.**

438. We think we have said enough to show the defects of the system. We cannot understand why it should be necessary to hire buildings in the most expensive business quarters of the city for officers who have no dealings with commercial bodies. So long as officers are allowed to hire as much as they like, and where they like, extravagance will continue.

Recommendations.

439. A thorough examination of the whole position is called for, standards of accommodation should be laid down, and the sufficiency of the accommodation of each office tested by reference to them. Departments that require to be in touch with commercial bodies should be located in buildings near the commercial centre of Calcutta, the others should be sent farther afield. An authority should be created for the provision and allocation of accommodation, and no department should be allowed to hire accommodation direct.

**Joint con-
sideration
with the
Government
of India.**

440. Lastly, as the Government of India may be reducing their requirements for accommodation in Calcutta, a joint consideration of the matter with that Government would appear to be indicated so that available accommodation may be used to the best advantage.

(b) Telephones.

**Present
position.**

441. The position in regard to telephones is that there are 375 in use in Government offices, and 130 in the residences of officers. Of these 505 telephones, 134 are on the Calcutta exchange, and the remainder on the Regent exchange. The annual bill for telephones is Rs. 1,27,925, a Calcutta telephone costing Rs. 262-8, and a Regent telephone Rs. 250 per annum.

**Superfluous
telephones.**

442. Our first recommendation is that some 72 telephones be dispensed with. We have been through a complete list of them, and consider that 25 office telephones, and 47 residential telephones are unnecessary. This represents a saving of some Rs. 18,000.

443. A further reduction of expenditure should be effected by following the ordinary business practice of having a small exchange in Writers' Buildings. It would be necessary to have 4 or 6 lines which would be charged for at the ordinary rates, while the extensions in the building would cost Rs. 60 a year instead of Rs. 250 at present. The annual saving would be Rs. 8,500 after paying the salaries of three operators. The Posts and Telegraphs Department do not appear to have studied the interests of the local Government in this matter.

444. Under the terms of their agreement the Calcutta Telephone Company allow a discount of 25 per cent. for all Government lines. Their charge is Rs. 70 for each extension or, less discount, Rs. 52.8. The question whether it would not be cheaper to change over entirely to the Calcutta telephone system seems to be worth investigation.

445. In Government offices, other than Writers' Buildings, where three or more telephones are in use, a small exchange would be less expensive than separate direct connections.

446.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
	Rs.	Rs.	Rs.
Hire of buildings	1,00,000	...
Telephones	26,500	...
Total	1,26,500	...
Net reduction	Rs. 1,26,500	...

CHAPTER XXVII.

Contingencies.

Increase of expenditure.

447. The increase of expenditure on contingencies is shown by the following figures:—

	Rs.
1913-14	... 1,02,89,000
1918-19	... 1,50,12,000
1922-23	... 1,65,07,000

Procedure followed.

448. Our first step in the examination of this expenditure was to obtain a statement showing details under over one hundred different heads for each department. This, however, did not take us far, for we were still in the dark as to the necessity for so large an expenditure, and as to the reasons for the apparently different rates of expenditure of different offices. We, therefore, asked the Accountant-General, Bengal, to undertake the audit of the contingent expenditure of a few offices at headquarters, and in the *mufassal*, and to favour us with a note on the result. The time available for this has been necessarily short, and the expenditure of only a small proportion of the offices has been scrutinized, but as they were selected at random they may be assumed to be typical. We are greatly indebted to the Accountant-General, Bengal, for the valuable assistance he has given us in this matter.

Detailed enquiry necessary.

449. We shall set out a few of the general points that have emerged which show the possibility of very considerable economy. Its degree, however, varies from office to office and no uniform percentage reduction will meet the requirements of the situation. During the war the allotments of contingent expenditure were raised generally to meet the increased prices. Now that prices are falling, the allotments should show a corresponding reduction. What is required, in our opinion, is a detailed examination of the contingent expenditure of every office in the province, and we recommend that an experienced Accounts Officer, with a suitable staff, be deputed forthwith for this purpose. The contingent allotment of each office should be revised in the light of this examination, and the result, we are convinced, would be to decrease expenditure by a very considerable sum.

Defects noticed.

450. The points to which we wish to draw attention may now be explained—

- (a) In most of the offices examined, there is no apportionment of the contract contingent grant between the various sub-heads, nor is a progressive monthly total of expenditure

made for each sub-head. The drawing officer, in consequence, has no idea how much he ought to spend in each category, such as stamps, stationery, menials, hot and cold weather charges, and furniture. He does not even know how much has been spent under any particular sub-head. The absence of methodical control over expenditure results in want of economy.

- (b) The fact that the budget estimate is based on the figures of the actual expenditure of the preceding three years offers an incentive to spend as much as possible, and officers feel little compunction in disposing of their balances at the end of the year, despite the rules against this practice, and the waste it entails. In two instances, one-third of the total annual expenditure was incurred in the last three days of March 1921. In another case, Rs. 2,000 were spent on furniture and stationery on the last day of the financial year, some of the articles being ordered by wire to avoid lapse. Among the items purchased were an ink-stand for Rs. 24-7 and two time-pieces for Rs. 195. A further instance is the purchase of 15 milch cows on the 29th March at a cost of Rs. 3,585.
- (c) The provincialization of grants seems to have led to a marked increase of expenditure, due to want of proper control by heads of departments. The district expenditure on police rewards increased by more than 50 per cent. in the two years following the provincialization of the grant, and the diet and travelling allowance charges of witnesses have increased from Rs. 9 lakhs to Rs. 14 lakhs in three years.
- (d) A considerable saving could be made in escort charges if the sub-treasury guards which are changed fortnightly were utilized to escort prisoners from the sub-jails to district jails. Constables on transfer from headquarters to the subdivisions, and *vice versa*, might similarly be required to do escort work.
- (e) The proportion of witnesses discharged without examination in criminal cases is high. At one district headquarters it was found to be over 60 per cent., and in a particular subdivision over 100 per cent. of the number of witnesses examined. The normal reasons for the discharge of witnesses without examination do not seem to justify such high figures, nor do they account for the variations found in the different subdivisions and districts. At the headquarters of one district, by comparison with the year 1920-21, the number of witnesses in attendance in 1921-22 showed a decrease of about 4,000, whereas the expenditure on witnesses increased by Rs. 7,000. As witnesses are mainly illiterate, and are ignorant of the amount of the allowances due to them under

the rules, the summoning of an unnecessarily large number of witnesses might conceivably be a deliberate act for the purpose of improper gain.

- (f) Another line of economy is the avoidance of adjournments in criminal cases, and the discharge of witnesses on the first day of attendance as far as possible. The present District Magistrate of Faridpur has introduced a system to secure this, and has, in consequence, been able to reduce the expenditure on witnesses by one-quarter. If otherwise satisfactory, this system should be applied elsewhere.
- (g) Substantial economy could be effected by the amalgamation of the process-serving establishments of districts, if that is administratively possible.
- (h) The expenditure on service stamps is a very heavy item. Inspectors of Schools have to spend in this way about one-half of their total contract grants and the district police about one-quarter. The large number of returns and reports, many of which, we believe, serve no useful purpose, contribute largely to this expenditure.
- (i) In the registration offices about one-quarter of the total contract grant is spent on money order commission for the remission of registration fees, and of money for disbursement. In one district the services of peons are being utilized for carrying remittances where the distance is not great. The question of the extension of this practice to other districts may be examined.
- (j) An excessive amount of Government furniture seems to find its way to the residences of officers. Camp cots have been supplied to inspecting officers for use on tour out of the contract grant. The furniture stock lists are not up to date, and the stock verification is not done systematically.
- (k) The fixed monetary allotment for the supply of stationery from the Controller of Stationery has become a fiction in some departments. The district police, for instance, purchase stationery locally to the extent of three or four times the fixed allotment. This is facilitated by the largeness of the police contract grants. We have referred to this in the chapter on Stationery and Printing. The local purchase of stationery should be exceptional, and where the present stationery allotments are insufficient, departments should be required to substantiate their claims to larger allotments. The practice of making extensive local purchases of stationery evades control, and leads to considerable waste.

- (l) In respect of steam launches, another matter we have referred to elsewhere, there is the instance of a trip from Dacca to Manikganj and back, the coal bill alone for which amounted to Rs. 280. A single first class fare by daily passenger steamer from Dacca to Muttaghat is Rs. 5-10. From Muttaghat to Manikganj is four miles by road. In one year the head of a department used his launch thrice only, for trips to Barrackpur, Chinsura, and Diamond Harbour, all places accessible at insignificant cost by ordinary public conveyances. The cost of upkeep of the launch for the year was nearly Rs. 10,000.
- (m) Where the head of a department has a consolidated grant the practice is to regard whatever is unallotted to or unspent by subordinate offices as available for expenditure at headquarters. This ensures that every anna is spent. It is suggested that a portion of the consolidated grant should be allotted to the headquarter office, and that it should not be exceeded without the orders of Government.
- (n) A large number of payments which are not contingent charges are made from contingent grants instead of from the proper source in order to avoid having to obtain sanction or to evade audit scrutiny. The items are varied and numerous. One of the brightest instances is the purchase of a chain pump for a cultivator at a cost of about Rs. 1,200 which is being recovered by instalments in kind, namely, by the supply of bone ash to the department. The departmental expenditure appears as expenditure on bone ash from the demonstration grant.
- (o) Tour charges appear to cover a multitude of sins, and contain items that are establishment, and travelling allowance charges, charges for liveries and warm clothing, and the purchase of umbrellas. One head of department gave in tour charges to his tour clerk in one year the sum of Rs. 800. Specimen bills show that the bulk of the expenditure was unjustifiable.
- (p) Secretariat officers and heads of departments pay several thousands of rupees on account of cooly and cart hire to peons and ministerial officers in defiance of all rules. The cooly hire charge has been reduced to a fine art; for instance, a peon has drawn six annas a day under this head on the plea that he has to carry papers to an officer's house, whereas the papers, and also the peon, were carried in the officer's car. Ministerial officers are in the habit of charging for ghari hires or tram fares on the flimsiest of pretexts, and in some instances it must be an appreciable form of profit. An illustration of the extent of the practice is afforded by the

payment of a claim for tram fare between Writers' Buildings and the Accountant-General's office. The two buildings are quite near each other, and the utmost extent of a tram journey between them is one side of Dalhousie Square, unless a circular trip is made to the High Court terminus. Other ministerial officers appreciating the weakness of the tram case have charged ghari hire instead.

(q) There are a large number of instances of extravagant and unnecessary expenditure. The payment of Rs. 750 to a caterer for providing tea at Rs. 3 per head on the occasion of a prize-giving, we regard as not being a proper charge on public revenues.

Extent of extravagance.

451. We believe we have given sufficient indication that there is room for substantial economy under the head of contingencies. If further indication is needed it is to be found in the misappropriation for four consecutive years of one-third of the contract contingent grant of a headquarter office, without any inconvenience to the work. Head-quarter offices appear, on the whole, to be more extravagant than district offices, but only a fraction of the offices have been visited, and no generalization is possible. With a single exception, the examination that has been made at our request points to a reduction varying from ten to thirty per cent. We are satisfied that a thorough and detailed enquiry would lead to a substantial reduction of expenditure.

Personal financial responsibility.

452. We think our treatment of this matter would be defective if we were not to express our opinion that the strongest measures should be taken to secure economy in future. One obvious way is to regulate the contingency allotments so as to allow as little margin as possible for extravagance. Another way, and it is this we wish to emphasize, is to enforce personal financial responsibility for improper or wasteful expenditure.

Estimate of savings.

453. In estimating the financial effect of the proposals we have made in other chapters for the reduction of staff, and the curtailment of activities we have included contingent charges. The rough estimate we now frame takes account of that fact.

454.

Minor or detailed head.	ESTIMATED		
	Savings.	Increase of revenue.	Loss of income.
Contingencies	Rs. 10,00,000	Rs. ...	Rs. ...
Total	Rs. 10,00,000	Rs. ...	Rs. ...
Net reduction	... Rs. 10,00,000		

CHAPTER XXVIII.

General.

455. In addition to the specific recommendations we have made for the elimination of unnecessary work, and the reduction of staff, we consider there is ample room for a detailed and systematic overhaul of the whole machinery of Government. We do not regard ourselves as fitted for such a task, nor have we the time to undertake it. But we are convinced it should be done, and done with an attention to detail that we have not been able to give.

**Proposed
overhaul of
machinery of
Government.**

456. The first step should be to reduce the volume of work by the elimination of all that is unnecessary. We would like to see every item of work, every rule, every register, and every return examined in a critical, if not in a carping, spirit. Many, we believe, are out of date, many wholly unnecessary, and many dispensable without any real loss of efficiency. If all that is superfluous in work could be swept away, there would be more and better work done at a smaller cost. As regards returns and reports, a considerable number of which are now disposed of in a perfunctory manner, without adding to the convenience or efficiency of administration, Government at the head must take the lead, and decide what information is required from its officers and in what form. Returns and reports are necessary in moderation to enable proper control to be exercised, and to keep Government informed of the essential features of the administration and the condition and progress of the province. The information which Government requires will determine to a large extent the volume and nature of the district records.

**Elimination
of unneces-
sary work.**

457. As to the manner in which the examination we propose should be made, we suggest that, as a preliminary, officers should be instructed to scrutinize the work of their offices in the greatest detail, and to note all items which in their opinion are superfluous. In doing this they should be unfettered by the orders and instructions on which the work now rests, and should give an independent and frank opinion as to the reduction that is possible. An attitude of mind that would be valuable in this matter is one that would discard all work that cannot be shown to be essential. The opinions of officers obtained in this way,—and we would let officers of all ranks express their views,—would be the starting point of the work of a small committee appointed for each branch of the administration. We think a competent ministerial officer would be valuable to such a committee either as a full or as a co-opted member.

**Suggested
procedure.**

**Revision of
establish-
ments.**

458. Having settled the question of work, the next stage would be the determination of the strength of establishments. This requires standards of work to be laid down, and we may note here that, so far as we are aware, no such standards exist for the secretariat and head-quarter offices. The standards should provide for a reasonable day's work, and in arriving at them the actuals will not always be a reliable guide. This is particularly the case at headquarters, where, in some cases, the staff is both dilatory and unpunctual in attendance.

**Future
increases
in staff.**

459. We think that the greatest caution is called for in sanctioning future additions to establishments. We have formed the impression that in recent years additions to staff have been made in too light-hearted a way, and that departments have engaged in new activities without a full consideration of the additional expenditure they imply.

**Abolition of
permanent
posts.**

460. As our recommendations involve the abolition of a considerable number of posts, we wish to deal with an objection that has been raised against dispensing with the services of an officer in permanent employ. The substance of the objection is that when an officer enters an organized service he enters into a contract with Government that he shall be entitled, if his services are satisfactory, to certain rates of pay, to certain promotions to serve for a certain number of years, and to receive a certain pension at the end of his service, that he himself cannot terminate his service except by forfeiting these rights, and that his services cannot be terminated by Government, or he be deprived of these rights, except by removal for misconduct. This contention, from which we entirely dissent, appears to overlook the provisions of article 436 of the Civil Service Regulations which prescribes the notice to be given, and the gratuity or pension payable, to an officer in permanent employ whose services are dispensed with by reason either of the abolition of his post, or the reduction of a cadre. There are officers whose service conditions are regulated by covenant or contract, to whom this article does not apply. But to the extent of its application, we regard its provisions as embodying a principle which no Government could afford to forego, and which every officer has definitely accepted by the mere fact that, when he joined Government service, he did so on the understanding that he would be subject to the rules and regulations for the time being in force. We have no doubt that Government will deal generously with officers whose posts it is decided to abolish, but the proposition that Government should divest itself of the right to discharge staff, which circumstances have rendered superfluous, is, in our opinion, unreasonable and unsound.

461. The initiation of a loans policy to finance large capital expenditure is, we believe, under the consideration of Government. The relief afforded to the revenue account thereby would be considerable, and we regard the adoption of a sound loans policy as a matter of great importance. Loans policy.

R. N. MOOKERJEE.

CAMPBELL RHODES.

SURENDRA NATH MALLIK.

ABINASH CHANDRA BANERJEE.

H. E. SPRY.

7th January 1923.





सत्यमेव जयते

APPENDIX.

Chapter number.	Department or head.	ESTIMATED		
		Savings.	Increase of revenue.	Loss of income.
		Rs.	Rs.	Rs.
II	Major survey and settlement.	...	4,00,000	...
III	Excise and Salt	5,02,200	...	...
V	Forests	8,700	...	...
VI	Registration	72,660	20,00,000	...
VII	Irrigation	...	3,50,000	...
VIII	General Administration	...	...	...
	Staff and Household of the Governor.	1,20,000	...	...
	Members of Council and Ministers.	2,16,000	...	...
	Legislative Council	27,500	...	...
	Secretariat	4,55,900	...	...
	Board of Revenue	25,000	...	...
	Divisional Commissioners	5,20,000	...	...
	District Administration	4,10,000	...	...
IX	Administration of Justice	...	...	...
	Civil and Sessions Courts	11,50,700	1,90,000	...
	Presidency Magistrates	17,000	...	...
	Courts of Small Causes	4,800	...	...
	Legal Remembrancer	1,600	...	...
XI	Police	...	...	...
	Bengal Police	26,28,800	...	...
	Calcutta Police	8,13,500	...	...
XII	Education (transferred)	35,98,800	...	6,35,000
XIII	Medical	2,95,500	50,000	...

Chapter number.	Department or head.	ESTIMATED		
		Savings.	Increase of revenue.	Loss of income.
		Rs.	Rs.	Rs.
XIV	Public Health ...	...	...	...
	Public Health branch ...	2,76,300	...	...
XV	Engineering branch ...	75,600	75,000	...
	Agriculture ...	...	...	...
	Civil Veterinary Department	96,550	18,000	...
	Agriculture ...	2,92,300	...	800
XVI	Sericulture ...	19,000	52,000	...
	Co-operative Societies ...	2,66,600	...	...
	Industries ...	...	...	...
XVII	Development of Industries	3,07,300	7,000	...
	Fisheries ...	82,000	...	...
XVIII	Miscellaneous Departments	80,000	...	...
XIX	Civil Works ...	8,00,000	...	...
XXII	Stationery and Printing ...	2,10,000	...	...
XXIII	Pay of the services ...	9,00,000	...	...
XXIV	Holidays, leave, and the hill exodus.	2,10,000	...	...
XXV	Travelling and other allowances.	7,00,000	...	...
XXVI	Floating craft ...	2,00,000	...	...
XXVII	Rented buildings and telephones.	1,26,500	...	...
	Contingencies ...	10,00,000	...	...
	Total ...	1,65,09,710	31,42,000	6,25,800

Net reduction ... Rs. 1,00,25,910.

NOTE.—These figures do not take into account the increased pensionary charges involved in the Committee's proposals.

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